

1 + 4 N
m (TB
- 577



CHATHAM
SU 27
- 6397-

Government
Publications

A STUDY FOR URBAN RENEWAL
IN
SUDBURY, ONTARIO

PREPARED FOR THE CITY COUNCIL
BY
SUDBURY PLANNING BOARD
AND
PROJECT PLANNING ASSOCIATES LTD.

PUBLISHED BY THE CORPORATION OF
THE CITY OF SUDBURY, ONTARIO
1963



TABLE OF CONTENTS

Table	Page		
INTRODUCTION	5	CHAPTER THREE — THE URBAN RENEWAL PROGRAMME	
PRINCIPAL RECOMMENDATIONS	6	I. General	22
CHAPTER ONE — THE CITY OF SUDBURY		II. Types of Urban Renewal	22
I. The Basis for Sudbury's Urban Renewal Study	7	III. Federal and Provincial Assistance Programmes	23
II. Location and Natural Features	8	IV. Social and Economic Aspects of Urban Renewal	23
III. History	8	V. Clearance and Redevelopment — Stage One	24
IV. Economic Aspects	9	VI. Residential Rehabilitation — Stage One	30
V. Population	10	VII. Residential Conservation — Stage One	31
CHAPTER TWO — EVALUATION OF EXISTING CONDITIONS		VIII. Organization of the Urban Renewal Programme	31
I. General	12	Financial Consideration of Redevelopment	31
II. Existing Land Use	12	CHAPTER FOUR — UNITED TOWNSHIPS OF NEELON AND GARSON	
III. Housing	14	I. General	33
IV. Health, Welfare and Safety	18	II. Historical Development of Garson	33
V. Public Utilities	19	III. Existing Use of Land	33
VI. Visual Aspects	19	IV. Condition of Buildings	33
VII. The Renewal Requirements	19	V. Municipal Services	34
VIII. Summary of Existing Conditions	19	VI. Summary of Existing Conditions	34
APPENDIX		VII. Recommendations for Neelon-Garson	34
A. The Central Business District	35		
B. Report on Sociological Aspects of Housing	40		
C. Urban Renewal Procedures	43		
D. The Condition of Buildings Survey	43		
E. Summary of the Official Plan	44		
BIBLIOGRAPHY	46		

LIST OF TABLES

Table	Page	Table	Page
1. Distribution of Sudbury Labour Force by Industries, 1961	9	14. Dwelling Units by Building Type, Redevelopment Area 1, Sudbury, 1960	25
2. Population Growth, City of Sudbury, 1901 to 1961	10	15. Existing Types of Construction - Redevelopment Area 1	25
3. Population by Sex, Sudbury Ontario, and Canada, 1956	10	16. Households by Occupancy Rates, Redevelopment Area 1	25
4. Population by Age Groups, Sudbury, Ontario and Canada, 1956	10	17. Land Values in Borgia Area	26
5. Distribution of Existing Industrial Sites, Conforming and Legal Non-Conforming with respect to Sizes	13	18. Percentage Distribution of Age Groups - 1962	27
6. Exterior Condition of Buildings, Sudbury, 1959	15	19. Percentage Distribution of Income - 1962	27
7. Crowded Dwellings - 1961	15	20. Distribution of Monthly Rents - Redevelopment Area 1	27
8. Age of Dwellings	15	21. Ratio Length of Residence at Present - Address by Owning- Renting Households - Redevelopment Area 1	28
9. Population Densities by Neighbourhoods, Sudbury, 1960	17	22. Type of Housing, Garson Township, 1960	33
10. Housing Needs	17	23. Building by Condition, Garson Township, 1960	34
11. Exterior Condition of Structures, Redevelopment Area 1, Sudbury, 1960	25	24. Area and Value of Land and Building, Sudbury C.B.D. 1960	35
12. Land Use, Redevelopment Area 1, Sudbury, 1960	25	25. Existing Land Use in the Sudbury C.B.D. and City of Sudbury, 1960	36
13. Residential Buildings by Type, Redevelopment Area 1, Sudbury, 1960	25	26. Percentage Distribution of Buildings by Block and by Condition, Sudbury Downtown Area, 1960	37

LIST OF PLATES

Plate No.	Title	After Page	
1.	Location of Sudbury	6	
2.	Present City Boundaries	8	
3.	The Growth of Sudbury	10	
4.	Neighbourhood Pattern	12	
5.	Existing Use of Land	14	
6.	Conditions of Buildings	14	
7.	Room Occupancy Rates	14	
8.	Expansion by Subdivisions	16	
9.	Gross Population Density	16	
10.	Location of Shack Dwellings	18	
11.	Welfare Recipients	18	
12.	Fire Incidence	18	
13.	Coincidence of Blight	20	
14.	The Three Basic Forms of Renewal Action	22	
15.	Renewal and Future Development Areas	22	
15A.	Economic Assistance Available for Renewal	22	
		16.	Borgia Study Area
		17.	Borgia Area - Existing Use of Buildings
		18.	Borgia Area - Condition of Buildings
		19.	Borgia Area - Overcrowding
		20.	Borgia Area - Net Population Density
		21.	Central Business District Development Plan
		21A.	Proposed Borgia Area Redevelopment Scheme
		22.	Donovan Area - Existing Land Use
		23.	Donovan Area - Rehabilitation Scheme A
		24.	Donovan Area - Rehabilitation Scheme B
		25.	Garson - Existing Use of Land
		26.	Carson - Existing Condition of Buildings
		27.	C.B.D. - Existing Use of Buildings
		28.	C.B.D. - Floor Space Index
		29.	C.B.D. - Traffic Volumes

INTRODUCTION

Sudbury has seen many changes over the past half decade. A major annexation and amalgamation accompanied by the building of new subdivisions, new streets, new water and sewage mains, and new schools have all contributed to the outward growth of the City. Now the time has come for Sudburians to look inward — inward at the blight and slum conditions caused by early haphazard growth which are threatening property values and public investments. In 1951, 12% of the buildings in Sudbury were substandard or in need of major repair. The comparative figure for the Province was 6%. Despite public and private improvement which removed badly dilapidated buildings, there has been no substantial improvement. Slum clearance and redevelopment are not the solution. The root cause of these evils must be attacked and removed.

The need for an Urban Renewal Study was pointed out in 1958 when preparations for the Official Plan were being carried out and was further emphasized by the findings of the D.B.S. Census Report. Consequently sanction was sought from the Lieutenant Governor-in-Council of Ontario to undertake an Urban Renewal Study in partnership with the Federal Government. Under Section 33 of the National Housing Act, Central Mortgage and Housing Corporation agreed to finance 75% of the Study cost. On May 7, 1959, sanction was granted and the Sudbury Urban Renewal Joint Committee was formed to receive periodic reports on the progress being made. In February, 1960, the Corporation of the City of Sudbury along with the United Townships of Neelon-Garson, Township of McKim* and C.M.&H.C. began investigations to determine:

- a) The extent and type of new housing required and the preparation of a programme of development.
- b) The extent of rehabilitation necessary.
- c) The best method of affecting rehabilitation and preventing further deterioration and
- d) The type of redevelopment needed in study areas and the order of precedent.

Good housing in well planned neighbourhoods is one of the goals of community planning. Such neighbourhoods are characterized by residential structures of sound, original construction, maintained in good condition, lot sizes that allow good spacing between houses, paved streets, limited to residential traffic, schools, churches and recreation facilities nearby, shopping facilities conveniently located to serve the residential sections and neighbourhoods free from business and industrial land uses intermixed with homes.

Unfortunately, there are varying degrees of housing conditions and neighbourhood quality. At one end of the scale are sound houses in good neighbourhoods. These are in need of conservation and protection. Down the scale of housing in neighbourhood condition are sections in early stages of blight, where properties are not being well maintained and some of the homes need minor or extensive repairs. Inferior, original construction and makeshift arrangements for additional apartment units characterize many of the residential structures. These areas are in need of rehabilitation.

*On the 1st of January, 1960, the boundaries of the City of Sudbury were extended under the terms of an Amalgamation and Annexation Order. The whole Township of McKim and the west half of Neelon Township became part of the City. The east half of Neelon and the Township of Garson remained autonomous under the United Council.

At the bottom of the scale, are unsound houses, unfit for habitation, in neighbourhoods that lack many or all of the qualities of good neighbourhoods mentioned above. Many of these blighted areas were poorly planned from the beginning. These are the blighted areas that should be cleared and redeveloped.

The purpose of this report is to present the results of a thorough survey of residential, commercial and industrial blight in Sudbury and acquaint all citizens and all people concerned with the fundamental principles of Urban Renewal so that they will be in a much better position to judge the relative merits of the different solutions and programmes suggested towards the elimination of blight and prevention of its recurrence in the future.

Many of the problems that arose and are spelled out in the report can only be dealt with through the cooperation between the three-tier government levels, others can be carried out by the City. The recommendations towards the new lay-out of redevelopment areas are intended to serve as a stimulus for discussion and new ideas and may be revised or indeed, completely changed. However, the schemes adopted should be original, worthy of people with vision and goals towards improved living conditions.

The field research for this report was carried out over a period of two successive years, 1960-1961. In presenting the findings of the survey research contained in this report, it was a tight-rope walk between providing too much or too little. Had the study produced only one clearly defined area of blight, this presentation might have been briefer. There was difficulty in summarizing all the different aspects in a few pages, and hence, there was some reluctance to prune from the text anything of conceivable usefulness.

In its various stages, many people contributed to the research recorded herein. Many persons wrote as individuals, or members of organizations contributing to the work. Their views and information are gratefully acknowledged with no intention of committing or pledging them in any way.

The study, itself, was carried out by the Sudbury Planning Board, under the supervision of Mr. K. C. Dembek, Planning Director, with the assistance of Mr. Gerald Walker, Assistant Planner. The firm of Project Planning Associates Ltd. of Toronto was appointed as Urban Renewal and Planning Consultant. A specific study of housing and social conditions in the Borgia Area was carried out by Mr. J. Kampouris of the Laurentian University of Sudbury.

Loyal assistance in preparing the plates, drawings and typing of the draft report was rendered by the members of the staff of the Sudbury Planning Board. The undersigned is deeply indebted to the members of C.M.&H.C. and also the Province of Ontario for their encouragement, valuable comments and patience, especially to Mr. J. H. McCullagh, Regional Administrator, Mr. A. D. Wilson, Regional Supervisor, Mr. J. A. Sponier, Branch Manager, Mr. A. D. Parkinson, Branch Manager and Mr. J. F. Brown, Redevelopment Officer of the Province. The task was considerably lightened by the information supplied by the different departments of the Corporation of the City of Sudbury and the Township of Neelon-Garson. Also special thanks to the members of the Sudbury Urban Renewal Joint Committee for their time and support and the News Media for their kindness in presenting, from time to time, the different aspects of the report.

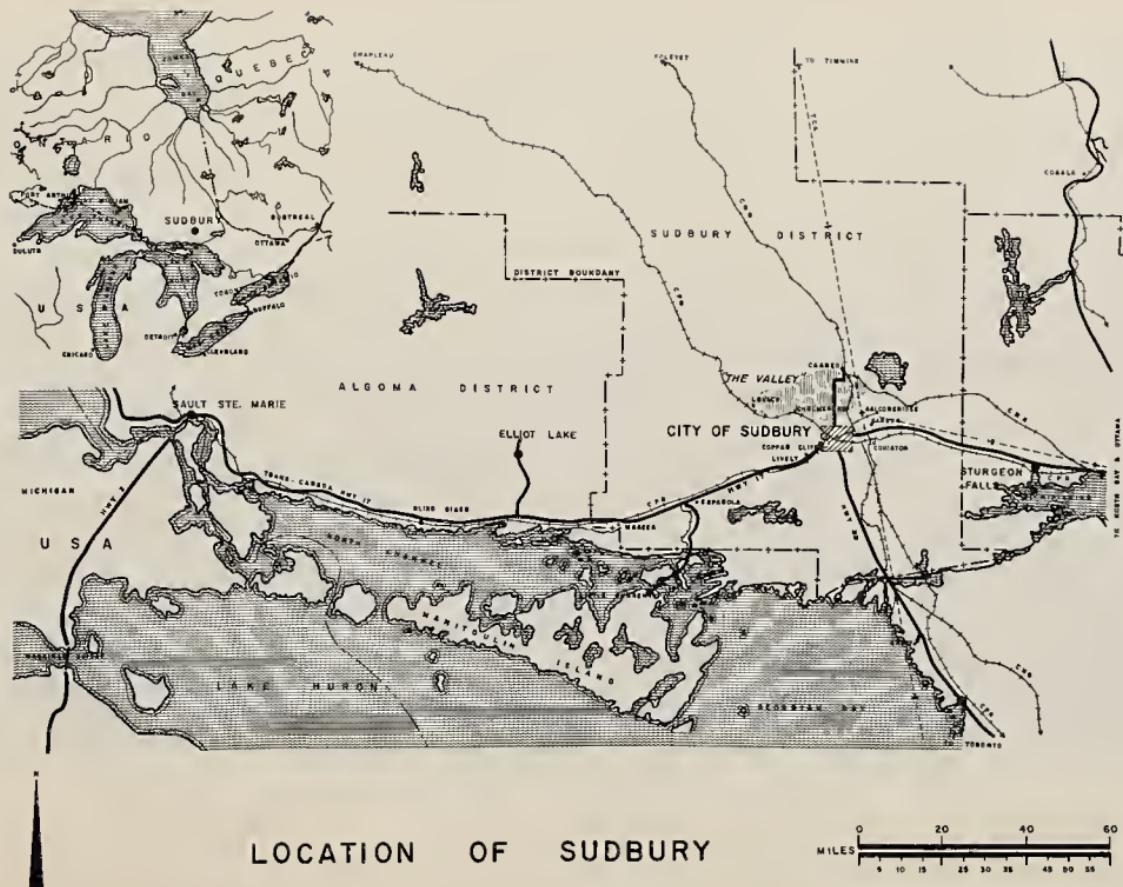
K. C. DEMBEK.

PRINCIPAL RECOMMENDATIONS

An Urban Renewal programme must establish conditions which conform to at least minimum standards of health, safety, welfare, convenience, and general amenity for all citizens. The type and extent of renewal actions must never be strictly based on such considerations as economy and efficiency of production but should instead have as their principal goal the improvement of the social and physical living conditions of the people. Sound dwellings, good educational, recreational and cultural facilities, good sources of employment, and above all, a desirable community are the primary objectives of this Urban Renewal study. If these objectives remain paramount in the minds of the decision-making authorities, all the other factors of urban improvement, such as better commercial and industrial facilities, a better traffic pattern, and better public services will follow as a matter of course.

Consequently, the principle recommendations contained in this report are as follows:

1. The area contained in the south-western half of Neighbourhood 13, all of Neighbourhoods 14, 15 and 16, and the north part of the Central Business District should be established as a redevelopment study area.
2. Application should be made to the Federal Government for a grant in respect of 50% of the cost of preparing a redevelopment plan for the Borgia area and carrying out more detailed study. The latter may be carried out separately after finalization of the Borgia area plans. This application should be made under the provision of Section 33 of the National Housing Act.
3. The redevelopment study for the study area, as mentioned in recommendation No. 2 should result in the designation of a redevelopment area and the adoption of a redevelopment plan for this area, both as defined in Section 20 of the Ontario Planning Act. The study should also result in the preparation of a document to be used when applying for any Provincial and Federal assistance required in the implementation of the Plan.
4. The redevelopment study mentioned in Recommendation No. 2 should contain proposals regarding the public acquisition and clearance, with regard to the means of rehousing the families to be dispossessed in any clearance operation and redevelopment of the Borgia area under the provisions of Section 23 of the National Housing Act and Section 26 of the Ontario Planning Act.
5. In the Donovan area, the western section of the City, Minnow Lake area and the older parts of New Sudbury and Lockerby, everything should be done to eliminate all the conditions and elements which do not assure adequate standards of health, sanitation, safety in buildings, environment and social conduct. In some cases, removal or elimination of those buildings which are beyond repair, will be required.
6. A municipal programme of neighbourhood conservation should be established immediately. This action should prevent needless deterioration of areas not yet blighted, by eliminating those elements which create blight. The tools available for this action are: implementation of the Official Plan, including Zoning By-law, Minimum Standard Housing Act and any others explained in Chapter 3, Section 8, of this report.
7. The prerequisite to the elimination of slums and a whole urban renewal is a steady supply of housing at prices and/or rents which people can afford. While the findings indicate a steady flow of housing for the upper and middle income groups, there is, however, a deficiency for the lower income groups. As it will be necessary to demolish a certain amount of substandard housing, there will have to be a supply for some time to come, of public low rental housing above and beyond those now being built in Northern Heights. The decision as to timing and location of such schemes should be made in accordance with the plans for redevelopment.
8. The neglect of the older parts of the downtown area, commercial and residential due to the poor layout of the C.B.D., traffic and parking problems and many other factors call for action from all parties concerned. Reconstruction on the basis of the plan contained in this report is recommended and any new private or public development should fit into the overall scheme.
9. Industrial sites should be provided for small establishments. The private market, due to its high prices, kills the possibility of acquisition of land by the small operator. Therefore, it is recommended that the Corporation develop an industrial estate with all essential services and other amenities and sell or lease on marginal profits only.
10. This study should not be considered as something new or the implementation of one scheme recommended as complete. It is a continuous process which will have its greatest effect if used together with comprehensive planning. The latter should mean always anticipating the needs of the future on the best available evidence. On these bases policies should be devised to do several things, among them to ease the housing situation, to improve the different communities within the City and to find practical solutions to the problems of land values. Implementation of the policies mentioned above is then necessary in the Official Plan for the City of Sudbury.
11. It is recommended that officers and agencies, responsible exclusively for the implementation of the City's comprehensive Urban Renewal programme, be designated. This may be either a separate department or a section of one department already established but treated on the same level as the Engineering and Planning Departments.





Borgata Area --- 1900's

CHAPTER ONE

THE CITY OF SUDBURY

I. THE BASIS FOR SUDBURY'S URBAN RENEWAL STUDY

"Urban Renewal is an attempt to correct some of the errors of the past, to prevent continuation of these errors; and to renew the urban core as a place in which people may live, work and play within a physical and social environment planned to meet their needs".*

The General purpose of Urban Renewal is to bring existing urban centres up-to-date, to remove and replace parts that are substandard and obsolete, to provide decent housing for families in all income groups, to adapt the street system for better use by modern automobiles, and generally to create or, where appropriate, to retain an environment which is compatible with modern concepts of community development.

An Urban Renewal programme, within the framework of an Official Plan, achieves these objectives by three different methods:

1. **Conservation:** The protection of sound urban areas to prevent future deterioration.
2. **Rehabilitation:** The repair and improvement of urban areas, which, though basically sound, have already begun to show signs of blight and deterioration.
3. **Redevelopment:** The demolition of existing substandard and obsolete buildings, and their replacement by new ones in such a manner as to achieve the greatest benefit for the entire community.

All these methods must be pursued as part of a coherent, timed scheme; redevelopment undertaken too soon may waste material resources while rehabilitation undertaken too late may incur needless expenditure and only postpone redevelopment for a short time.

A generation ago saw Sudbury as little more than a frontier town in a region which was dependent on a single, relatively unstable source of income — mining. Uncertainty regarding the City's economic progress made its early inhabitants reluctant to invest heavily in permanent dwellings and community facilities. Faced with the very real possibility of having to move elsewhere on short notice, many families chose to live in inexpensive, quickly constructed homes. Today, these signs of a former sense of insecurity are evident in the poorly constructed and haphazardly planned buildings and streets in the older parts of the City, even though Sudbury's economic stability and growth have been assured by a continuing trend towards economic diversification. It is this transition from insecurity and impermanency to progress and stability which makes renewal of the City necessary.

*Ontario Department of Planning & Development, Urban Renewal Notes.

Renewal has always been a continuous process in our cities, but because the demands made on the modern urban environment are changing so rapidly, the normal process of improvement is falling behind. Far-sighted action must be taken if our cities are to continue to give the services we need: sound and pleasant residential areas, efficient and profitable places in which to work and an overall environment which is pleasing to the eye and which enables us to carry out the multitude of actions which propel our society.

Because of the magnitude of the need for Urban Renewal, and because of the great cost involved, all renewal actions should be carried out according to a pre-determined long-range programme. Individual projects, not designed and carried out in the context of such a programme, will in many cases result in mistakes and a waste of investment and will usually not constitute the best solution to the general problem. Urban Renewal, therefore, must be approached in the broadest possible sense, and must be based on a programme which encompasses the entire city and all its development factors.

In recognition of the severity of modern urban problems, the Federal and Provincial governments make a series of financial and technical assistance programmes available to municipalities. Chief among these are a Federal Grant of 50% toward the cost of acquisition and clearance of blighted areas, and a Joint Federal and Provincial contribution toward the construction of low-rental housing projects. Although these forms of assistance will play an important role in Sudbury's Urban Renewal programme, in all cases the initiative for any action must come from the City Council.

The purposes of this Urban Renewal study are:
To record and analyze past developments and existing conditions;
To define the extent of existing deficiencies;
To recommend short and long term methods of eliminating these deficiencies;
And to recommend a programme to prevent the recurrence of such deficiencies in the future.

This study will in particular consider the existing conditions and requirements of housing in Sudbury in terms of their overall planning context. One of the most serious of all urban deficiencies is the lack of a suitable supply of decent housing for the lower-income groups of the population. The various forms of governmental assistance are especially geared to improving residential needs.

It is the objective of the Urban Renewal study to enable Council to adopt a long-range programme of urban improvement, which should become a part of the City's Official Plan. This programme will be divided into a number of stages, each determined on the basis of priority of need and the possibility of implementation within the finances available to the City. The first projects recommended for Stage One of the programme will be dealt with in some detail in this report.

II. LOCATION AND NATURAL FEATURES

a) Sudbury as a Regional and Communication Centre

Sudbury is located some 40 miles north of Georgian Bay and approximately 230 miles north-west of Metropolitan Toronto via Highway 69. The Trans-Canada Highway 17 meets Highway 69 in Sudbury, the latter road being the southern Ontario Link with the Trans-Canada Highway. The C.P.R. lines from Ottawa (trans-continental route), Toronto and Sault Ste. Marie converge on Sudbury. The trans-continental route of the C.N.R. bypasses the City some miles to the north, passing through Capreol with the northern rim of the Sudbury Basin. A branch line connects it with Sudbury.

There is a rail line into the City centre terminating at the Old Borgia Street station, which was recently closed to passenger traffic. A new station has been built in suburban New Sudbury.

In addition to the road and rail facilities provided by the confluence of these major routes Sudbury has a municipally-controlled airport situated on a high plateau on the road to Wahnapitae Lake, some 16 miles north-east of the City. Regular T.C.A. flights depart from here for Toronto and Timmins. There is also a private air-charter service operating from a base in the City on the north shore of Lake Ramsey from which both passenger and freight services are available to otherwise inaccessible points north of Sudbury.

Sudbury is now part of a region of some 1,300 square miles. Within this region live 135,000 people, and by 1962 it is estimated that it will be inhabited by some 230,000 persons. The Sudbury Region is delineated on the plan as Plate I inasmuch as the present conditions of the City cannot be divorced from the conditions of the region, so likewise the region has a vital interest in keeping its centre strong and healthy. The following of sound urban renewal policies by the City will be beneficial to the City and Region alike. On the other hand, to be successful, the piecemeal approach to planning within the Region should be abandoned and a Regional Plan prepared and carried out in a regional context if some of the problems associated with the City are not to be repeated.

b) Climate

In the Sudbury area, the climate of the cold temperature zone prevails. The mean daily temperature ranges from 10 degrees F. to 20 degrees F. in January and 60 degrees F. to 70 degrees F. in July. The prevailing winds are from the south-west. Mean annual precipitation measured over a thirty year period of 30 to 40 inches, about half of this falling during the summer. The mean annual frost-free period varies from 80 to 120 days. The Sudbury area's location on the northern edge of the path of the North American storm tracks give considerable variety to the climate with frequent changes of weather, especially during the spring and the fall.

c) Topography and Vegetation

Sudbury is situated in the Canadian Shield, which rises from the Labrador Sea in the east and extends to the Great Bear, Slave and Winnipeg Lakes in the west. The Shield is typified by rugged country, with a multitude of lakes and fast flowing rivers. Much of the land is wooded, with coniferous

forest in the north and a mixed deciduous tree cover in the more southerly regions. The original local vegetation in the Sudbury area has been so severely burned over, following the first roasting yards and lumbering operations, that bare ridges stand out prominently. Gradually a second growth is replacing the former forest and softening the desert-like appearance. (The latter may be found in the western parts of the City around Copper Cliff.) However, the increased height of the sulphur fume disposal stacks is causing the vegetation growth over a larger area to be stunted.*

The general average elevation is not more than 1,000 feet above sea level. The general alignment of the rocky ridges is usually north-east and south-west which is the general strike of schistose formations. The hills of hard, massive gabbro on the north of Ramsey Lake are prominent topographic features.

Stratified clay occupies the plains of Junction Creek Valley in New Sudbury. The City is disposed in a series of valleys between the rocky ridges which divide the City into various residential districts: the business centre is located along Junction Creek, at a point where Nolin Creek meets Junction Creek and at the intersection of Highways 17 and 69N and Frood Road.

It may be noted here that the prevailing topographic features offer some fine opportunities for spectacular architectural use. These opportunities have as yet not been realized and should be considered in any future developments, particularly those which include apartment buildings.

III. HISTORY

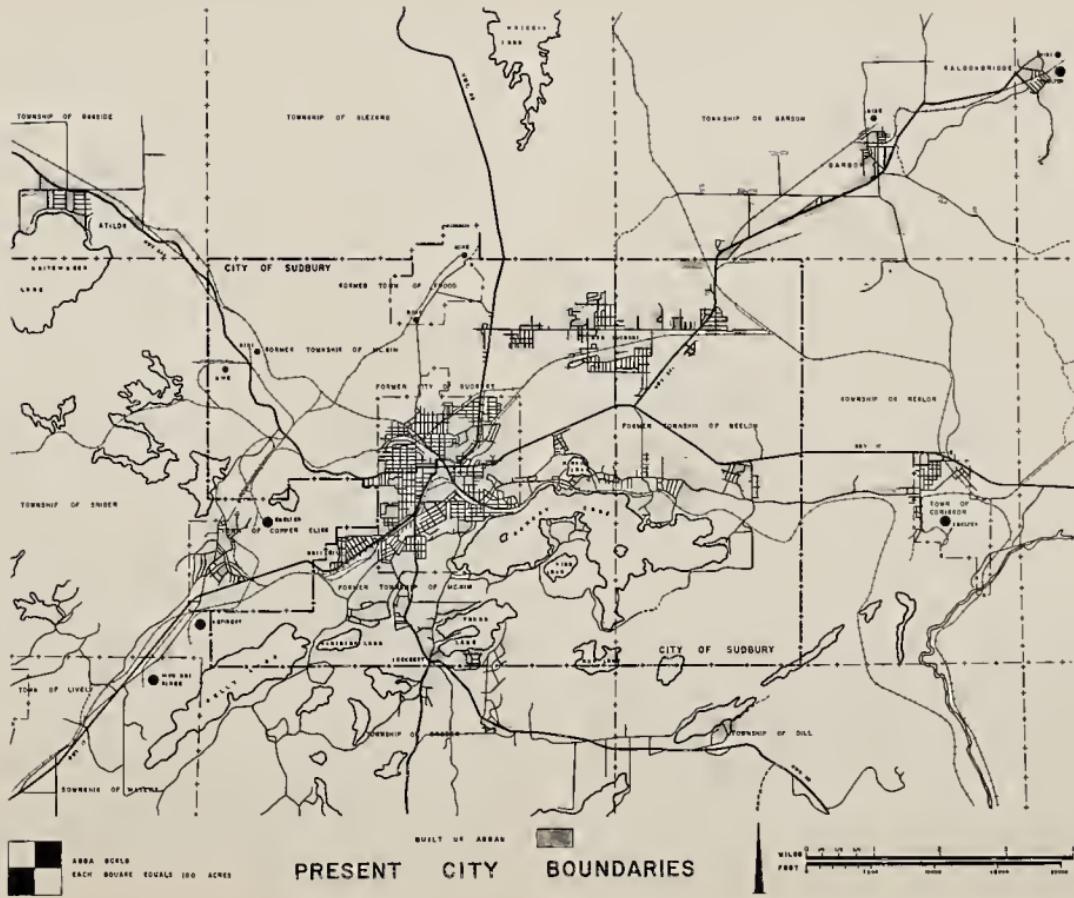
Cities differ in the same way as individuals. The realization of this statement is easily understood in context of history, hence the brief on the subject. The way of thinking and the efforts of those who have gone will be reflected.

When the trans-continental railroad, built by the Canadian Pacific Railway, reached a certain point in the mid-north of Ontario, just north of Georgian Bay in the days when the wild and rocky northland was generally deemed a burden and liability, a surveyor made an error which departed from the original plan and so located the line north of a lake now known as Lake Ramsey. The railway construction gang made their headquarters on the site of present day Sudbury, which, therefore, owes its location to that error.** In 1883, as the tracks reached the area, the comp population rose to a figure of 1,500 that year and the C.P.R. opened a lumber mill on Lake Ramsey. Of far greater portent, however, was the discovery of mineral deposits during excavation work for the railroad cuttings.

Prospectors and speculators were attracted to the area and began to stake claims. Their findings showed great potential and in this way they kept the little community active. The name "Sudbury" was given by a prospector called Worthington after his home town in England. In 1886, a mine was opened to the west of Sudbury at nearby Copper Cliff, where copper and nickel were found and in 1888 the first smelter was blown in Copper Cliff. Nickel was then of little value because of difficulties in processing.

*See E. Graham and A. G. Gordon, "The Influence of Smelter Fumes upon the Chemical Composition of Lake Waters near Sudbury, Ontario, and upon the Surrounding Vegetation", *Canadian Journal of Botany*, Vol. 38, 1960, and Papers from National Conference on Air Pollution, 1962.

**Also due to the presence of Lake Ramsey with its potable water



In 1887, the C.P.R. surveyed and laid out the Townsite of Sudbury, including several of the present downtown thoroughfares, amongst them Elm, Durham, Elgin and Beech Streets. In 1892, the Town of Sudbury was incorporated, and by 1901 it had a population exceeding 2,000 persons. With the commercial possibilities of nickel established by the introduction of new processing techniques, the International Nickel Company of Canada (commonly called INCO) was formed just after the turn of the Century, with headquarters in Copper Cliff.

With the onset of the 1914-1918 war, the demand for nickel rapidly increased. In the decade preceding 1921, Sudbury's population had doubled to reach 8,600 and as conditions for nickel were fair throughout the Twenties, the City's population continued to increase steadily. In 1928, Falconbridge Nickel Mines commenced operation on the townsite now known as Falconbridge, some sixteen miles north-east of Sudbury. This Company was to become the second largest employer in the area.

In 1930, Sudbury was incorporated as a City. It had an unhappy start because of the economic depression of the thirties and during the first years the City, which was greatly dependent on the mining industry, was in a weak financial position. As a result, it came under the control of the Provincial Department of Municipal Affairs. With no mines or smelters within the City limits, Sudbury had only a very limited source of revenue. Its main function was that of a place of residence for miners and smelter workers, and an administrative centre for the surrounding areas.

The war of 1939-1945 caused an increased nickel demand, which was continued and accentuated in the post-war boom years because of the growing use of nickel in fast expanding industries both in Canada and abroad. The nickel mines and smelters of the Sudbury area today supply most of the nickel used in the Western World and so the title "Nickel Capital of the World" has become synonymous with Sudbury. The "old City" as it has been known since amalgamation, has burst its seams. Residential expansion is taking place on all developable land in McKim Township and overflowing eastwards into Neelon Township and north-eastwards towards Garson.

By 1956, the City of Sudbury had a population of 47,000. Many of the new citizens were landed European immigrants and because these families had, in most cases, only very limited financial resources and could not afford the high price of decent housing, many existing buildings were converted into apartments which were frequently highly unsatisfactory.

Suburban development had increased the population of McKim and Neelon-Garson Townships to 18,000 and 11,500 respectively in 1956. Most of the dwellings in these areas were bungalows, usually with septic-field disposal of waste, rather than a sanitary sewer system, and other facilities were of low standards.

As of January 1, 1960, the City boundaries were extended to include McKim Township in its entirety, as well as the western developed portion of Neelon Township. Thus all the problems were placed in the lap of one municipal administration for solution. From the early 1950's the sprawl of residential development (caused by people seeking cheap land and low taxes), stretched its tentacles even further northwards into the Chelmsford-Blezzard Valley area in the Sudbury Basin. To a lesser extent the pattern was repeated southwards into the unorganized Townships of Broder and Dill and westwards into Waters Township. The newly built company towns at Lively and further north at Leacock and Hardy, together with the older towns of Copper

Cliff, Coniston, Creighton, Garson and Falconbridge, only accommodate about a fifth of the people who are actively employed in the mining industry. The remainder live in Sudbury and its suburbs and in the area known as the "Valley".

The City is changing character in the older parts with new apartments being built on valuable sites taking advantage of the landscape, parks and accessibility to the downtown area. On the other hand, Sudbury is progressively becoming more important as a centre of a wider metropolitan area.

IV. ECONOMIC ASPECTS

TABLE I
DISTRIBUTION OF SUDBURY LABOUR FORCE BY INDUSTRIES
1961

INDUSTRIES	NUMBER	PER CENT
Agriculture	134	0.3
Forestry	134	0.3
Fishing & Trapping	3	0.0
Mines & Quarries	12,450	32.5
Manufacturing Industries	4,998	12.9
Construction Industry	2,317	5.9
Transportation, Communication & Other Utilities	2,488	6.4
Trade, Retail/Wholesale	5,576	14.3
Finance, Insurance & Real Estate	994	2.6
Community, Business & Personal Service Industries	7,129	18.3
Public Administration	1,657	4.3
Others .	989	2.5
Total .	38,869	100.0

Source: Dominion Bureau of Statistics

The City of Sudbury and its immediate surrounding area are primarily dependent on the mining and smelting industries. It produces eighty-two percent of the world's nickel. Transportation, in the form of railroads, is the second most important economic function. Together, these industries supply about 40% of the local employment opportunities (Table I). The present study reveals that under conditions of full employment, using the average situation for the economy and defining export as providing goods and services to the world outside Sudbury region, for every 10 employees involved in export activities, there are 9 involved in serving local needs.

It should be noted that mining, as a community's primary economic base, causes a highly vulnerable employment pattern. A substantial reduction in the demand for nickel would affect Sudbury very seriously and in recognition of this fact, the City has recently embarked on an aggressive programme to seek industrial diversification.

Although average wages paid in the Sudbury area are comparatively high, it must, however, be considered that this is heavily influenced by the high proportion of mining and manufacturing workers. Incomes of many workers employed in agricultural or service industries are considerably below this average.

Further economic prospects for the Sudbury area appear to be rather limited as compared to those in south-eastern Ontario. There are no indications of any significant growth of the mining industry in terms of employment opportunities and increased mechanization would tend to keep employment near the present level, even if production were to be increased. Secondary industrial employment, on the other hand, is likely to grow, but slowly, since its potential is limited because of the relatively small market in the area.

Sudbury may be regarded as the service and administrative centre of the mid-north region of Ontario. The City offers economic services such as banking, marketing and distribution, and is the home of many Provincial and Federal agencies as well as the Health Unit for the Sudbury District. The incorporation of the Laurentian University further accentuates the important role of Sudbury. When the new campus is completed, the University will offer a wide variety of educational opportunities for residents of the mid-north. Not only has Sudbury's economy nourished manufacturing and agricultural growth and encouraged thousands to seek and find the good soil in its regions, but with its hospitals, varied cultural and recreational facilities, service clubs, warehouses and mills, it has become a social and domestic bastion in that mid-north country considered by Ontario such a short time ago to be a lonely and unprofitable land. As the northland is developed, Sudbury can expect steady expansion and an increasingly important role as a service and communication centre.

V. POPULATION

TABLE II

POPULATION GROWTH CITY OF SUDBURY

1901 to 1961

YEAR	NUMBER	ANNUAL INCREASE PERCENT
1901	2,027	
1911	4,150	
1921	8,621	10.8
1931	18,518	11.5
1941	32,203	7.4
1951	42,410	3.2
1956	46,482	1.9
1961	80,120*	14.5

*Change in Municipal Boundaries

Source: Census of Canada

Page ten

TABLE III
POPULATION BY SEX — SUDBURY, ONTARIO AND CANADA
1961

LOCATION	MALE	FEMALE	TOTAL
Sudbury	51.7%	48.3%	100.0%
Ontario	50.3%	49.7%	100.0%
Canada	50.5%	49.5%	100.0%

Source: Census of Canada, 1961

The 1961 population of the newly amalgamated City of Sudbury reached 80,120 persons whereas Copper Cliff had only 3,600. Since 1950, approximately, there has been a steady shift in population from the present area of the City to Chelmsford-Bleazard Valley. Even so it is expected that during the next 20 years, the population of the City will increase by about 39,000 or almost 50%, to reach a 1980 population of 119,000*.

TABLE IV
POPULATION BY AGE GROUPS — SUDBURY, ONTARIO AND CANADA
1961

LOCATION	0-19	20-44	45-64	65 and over	Total
Sudbury	43.0%	38.0%	15.3%	3.7%	100%
Ontario	39.2%	34.2%	18.4%	8.2%	100%
Canada	41.8%	33.2%	17.4%	7.6%	100%

Source: Census of Canada, 1961

As indicated by Tables III and IV, Sudbury has a larger than average proportion of males, and a considerably younger population than either Ontario or Canadian averages. This comparative data reveals a large preschool population, larger than average for Ontario. The proportion of workers to the total is larger than average and the proportion of old people considerably smaller. This is largely due to the existing employment and economic pattern. As the economy becomes more diversified and the employment outlook stabilizes, it is expected that the population composition will tend to become more comparable to those of Ontario and Canada.

The religious denomination breakdown shows the Roman Catholic 63.6% of the total. The United Church is second with 15.0% and the Church of England forms the third largest group with 7.2%. The high proportion of Roman Catholics (Ontario 30.8%) can be related to the high percentage of people claiming French (34.1%), Italian (7.9%) Ukrainian (4.8%) and German (4%) origin while those of British extraction constitute only 33.4%.

*Amendment No. 1, Sudbury Official Plan, 1961, Page 82



1904



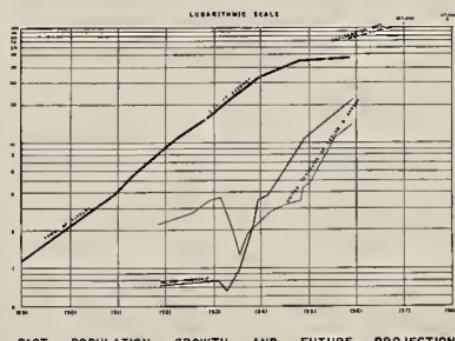
1938



1960

THE GROWTH OF SUDBURY

Scale in miles



There is a marked difference in comparison with Ontario, where British origin is claimed by 44.0% and French by 7.9%. This aspect reveals the special cultural and racial character of Sudbury.

According to the 1961 census the two-person family constitutes the largest group in that category, accounting for 25% of the total. The largest

single household group is that made up of 4 persons. This accounts for 21% of the total in that category.

The percentage of households consisting of 4, 5 and 6 persons tends to be larger than the average for Ontario or Canada. The 3, 4 and 5 person family group accounts for 60% of the total in that group, which is larger than the average for Ontario but the same as that for Canada.

CHAPTER TWO

EVALUATION OF THE EXISTING SITUATION

I. GENERAL

In this part of the Urban Renewal Study, an assessment and evaluation of existing conditions in the City will be made. It will indicate which parts of the urban environment are in sound condition, and will reveal the locations, extent, and causes of the existing deficiencies. This is the basic information needed to formulate a comprehensive renewal programme.

Under Amendment No. 1 of the Official Plan, the residential land in the City has been divided into a number of "Communities" each containing an ultimate population ranging from 5,000 to 18,000 persons. It is intended that each Community should eventually contain a full range of appropriate facilities such as local shopping and cultural centres, parks, and secondary schools. The Communities are in turn divided into two or more Neighbourhoods, of which there are thirty-four in total (Plate 4). Each Neighbourhood has a planned population ranging from 3,000 to 13,000 persons and is centered on an elementary school and playground. Major thoroughfares and certain land uses which are injurious to a sound residential environment are not permitted in Neighbourhoods.

The purpose of this division of the City into Neighbourhoods and Communities is stated in the Official Plan as "... to provide a safe, convenient and healthy living environment . . .". It must consequently be an important objective of the Urban Renewal programme to assist in the creation of Neighbourhoods and Communities as outlined in the Official Plan, by eliminating existing deficiencies which prevent the Neighbourhoods from functioning properly and by providing public facilities which are presently lacking.

In the remainder of this Chapter the existing conditions and deficiencies in the City will be evaluated within the framework of the Neighbourhood. This will indicate which Neighbourhoods contain a particular concentration of deficiencies and should, therefore, be designated as specific Urban Renewal areas.

II. EXISTING LAND USE

Plate 5 indicates the existing land use structure in Sudbury. Generally speaking, four major types of areas can be recognized:

1. The downtown area, or Central Business District, approximately in the centre of the City.
2. Two industrial areas, one in the north of the City (Frood Mine) and one in the south-west along the C.P.R.;
3. The Neighbourhood areas, in which residential uses predominate; and
4. Non-urban areas, consisting of lakes, agricultural uses, and completely vacant land.

Various kinds of urban deficiencies often occur where two of these major land uses are in mutual contact. This is because they are basically incompatible with each other due to the fact that each land use has specific requirements in order to function properly, and these requirements frequently conflict with each other. For example, industrial areas should be in close contact with the major through traffic routes and railroads, residential neighbourhoods, on the other hand, are most desirable when they are least affected by through traffic.

The City of Sudbury encompasses 32,640 acres, including 2,455 acres of lakes. The area presently developed amounts to over 4,000 acres. The largest, single area is the residential, which contains 2,003 acres or just over 50% of the total of the developed portion. The second largest single land use is roads which cover over 23%. The retail-commercial area is 210 acres or 5.2% and the industrial 228.2 acres or 5.7%. This latter figure is, however, somewhat misleading since the largest single industry lies outside the City. Parks and playgrounds account for 154 acres or 3.7%, and public buildings including hospitals and churches account for another 1,103 acres or 27.5%. These figures show the very high proportion of public land which, although essential, produces no municipal taxes and requires considerable annual municipal expenditures.

In the following sections each of the major land uses will be evaluated in terms of its desirability and the degree to which it performs its functions satisfactorily.

A) Residential

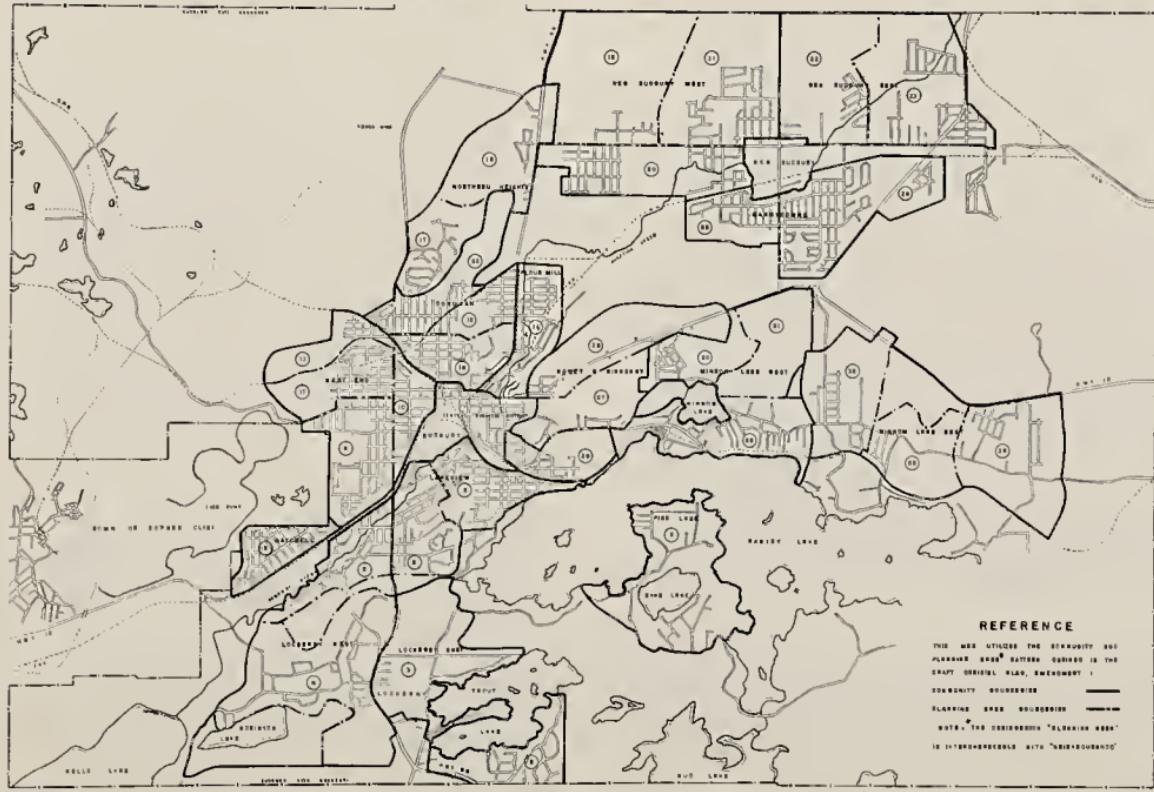
Multiple family dwellings are found in greatest numbers in Neighbourhoods 13, 14, 15 and 16, the older, northern sections of the "Old City". The newer parts of the "Old City", namely, Neighbourhoods 6 and 7, are predominantly Single and Two-Family residential districts, with occasional Multiple-Family buildings.

The "Old City", not having been subjected to strict zoning regulations until recent years, shows a generally haphazard mixture of dwelling types. In this area residential neighbourhoods frequently contain commercial and industrial establishments. In addition, they frequently lack adequate parks and playgrounds, and other residential amenities.

The first suburban areas, near Minnow Lake and Lockerby, and in the vicinity of Capreol Road and the western end of Lasalle Boulevard in New Sudbury, contain a mixture of single and two-family dwellings with an occasional multiple-family block. The newer suburban areas generally contain only single family bungalows and split-level homes. These areas have been subjected to some form of zoning control and this has prevented an excessive mixture of incompatible land uses. The general pattern of suburban residential growth has been one of scattered development, with a considerable amount of land still remaining for future infilling. Present densities can be expected to increase substantially with the construction of sanitary sewers and the subsequent subdivision of larger lots designed for septic-field sewage disposal methods.

SUDBURY URBAN RENEWAL STUDY

CITY OF SUDBURY

ANNE TELLE
BORN SOUTHERN CALIFORNIA 1918

COMMUNITY & PLANNING AREA PATTERN

SUDBURY PLANNING BOARD

MILES
0 1 2 3 4 5 6 7 8 9 10
Kilometers
0 1 2 3 4 5 6 7 8 9 10

Some suburban residential areas contain a relatively high proportion of substandard development, lacking many urban facilities.

Generally speaking, most of the existing deficiencies occur in the residential neighbourhoods around and particularly to the north of the downtown district, and in the newer areas north of Lake Ramsey and in New Sudbury*.

B) Commercial

The main commercial district of Sudbury is still the downtown area, or Central Business District, even though it is becoming increasingly subject to fierce competition from shopping centres in suburban areas**. It suffers severely from all the problems common to downtown areas in almost any other city: traffic congestion and lack of parking facilities; lack of adequate space for commercial expansion; outmoded and unattractive buildings, a mixture of incompatible land uses; and the absence of sound programme of improvement and modernization.

Two new shopping centres have been established in recent years, the New Sudbury Shopping Centre at the intersection of Lasalle Blvd. and Barrydowne Road, and "Plaza 69" at Four Corners, the intersection of Paris Street, Lang Lake Road and Regent Street (Highway 69S) in Lockerby.

The earlier Minnow Lake suburban area has no shopping centre as yet, but is served by several small general stores scattered throughout the area.

Commercial strip development has spread along all four major highway approaches to the City, with the usual array of gas stations, garages, motels, restaurants and used-car lots. The strip along Kingsway (Highway 17E) which is particularly confused and unattractive, causes the flow of traffic to be severely disrupted by the numerous points of vehicle access, signs, and poorly located buildings.

C) Industrial

There are no smelters within the City limits, but the tall smoke stacks of Copper Cliff Smelter which dominate the western horizon are both visible from most parts of the City. A continuous stream of acrid, sulphur-laden smoke pours from the stacks and the billowing clouds often descend on the City. Since amalgamation the McKim, Murray and Frood Mines lie inside the new City limits.

Small service industries are scattered throughout the City on small parcels of land (see Table V). The presence of these industries emphasize the lack of markets in this area, the firm hold of family tradition and craft and the lack of initial capital. A major concentration is located on C.P.R. land around the rail junction, adjacent to the Central Business District and this industrial area has expanded across Lane Street into adjacent residential areas. Industrial expansion has also recently taken place in various other parts of the City, sometimes in such locations and in such a manner that due to unpleasant effects of noise, heavy traffic and unsightly yards among other things, it has become a seriously deteriorating influence on several surrounding residential areas.

*See Section III of this Chapter for a detailed evaluation of housing conditions.

**See Appendix A for a detailed description of the Central Business District.

TABLE V
DISTRIBUTION OF EXISTING INDUSTRIAL SITES, CONFORMING AND
LEGAL NON-CONFORMING WITH RESPECT TO SIZES

Size of site in acres	Number of Sites
0.0 - 0.5	61
0.5 - 5.0	55
5.0 - 25.0	9
25.0 - 50.0	Nil
50.0 - 100.0	2
	127

Source: Urban Renewal Study

D) Public Buildings, Hospitals, Churches, Schools, etc.

A major group of buildings in this category is located on the northern fringes of the Central Business District. Included are the Public Library, High School, Sheridan Technical School, Marymount College, St. Joseph's Hospital and several churches. A dramatic rock outcrop, topped by high buildings, creates an excellent vista, terminating Durham Street which is one of the two main shopping thoroughfares.

The City's other three hospitals are found in the newer southern sections. The Memorial Hospital is located on a rock outcrop adjacent to Regent Street (Highway 69S) commanding a magnificent view over Lake Ramsey and Lockerby. The new Canadian National Institute for the Blind home is erected on a site opposite. The General Hospital is on a wonderful site overlooking Bell Park and Lake Ramsey from the north shore of the lake. The Sudbury-Algoa Sanatorium is on a quiet wooded headland on the south side of the lake.

The latter three hospitals have excellent locations and form dramatic features in the Sudbury landscape.

Modern planning policies have been adopted by both the Separate and Public School Boards with the result that most newer areas of the City have adequate and well-located school facilities. Some older schools in the "Old City", however, are not as well situated in relation to traffic routes.

E) Open Space

Bell Park and Bell Grove are pleasant, partly wooded areas of open space on the western end of Lake Ramsey. There is a beach at Bell Park and swimming is also good from the rocks along the lakefront. The lake itself is fringed by numerous summer camps, although the somewhat inaccessible south-eastern shore remains in a natural state. Flying, boating, water skiing and general recreational facilities are available on the lake, with the main centre at Bell Park.

Although Nepwhin Lake is fringed by homes and cottages, there are no organized facilities for public use.

The City has two golf courses, a recreation field at Queen's Athletic Field, and many playgrounds with year-round facilities as well as a number of tot lots. However, large areas of the densely built-up "Old City" do not

have recreation or play facilities within easy reach, and provision for open space should be an important feature of Urban Renewal programmes for these areas. The total amount of public playground space needed for the 34 neighbourhoods in order to provide the minimum playground requirements of five acres per 1,000 population amounts to 410 acres. Against the existing facilities of 96 acres, this represents a recreational deficiency of about 40 acres per neighbourhood.

F) Undeveloped Land

There is a considerable amount of usable land in the City which is as yet undeveloped. Other extensive areas consist of steep rock outcrops which in most cases cannot be developed economically. The acreage of the latter amounts to 18,98 acres or nearly 55% of the total land area of the City. However, in the "Old City" some of the rocky areas may be expected to be utilized shortly, mainly for larger apartment projects.

Very little land in the City can be classified as rural. Large areas to the north-west of the densely built-up portions of the City contain ore deposits which are owned by mining interests and, therefore, cannot be used for any other urban purpose.

G) Road and Street Pattern

Amendment No. 1 of the Official Plan contains a Major Thoroughfare Plan, outlining the City's street improvement programme designed to cope with the demands of modern traffic. In this Plan, one of the principal objectives is to segregate different types of traffic and to encourage each type to use the streets especially designed for it. Heavy volumes of through traffic are to be provided for by wide streets with few obstructions to ensure speed of movement while retaining maximum safety. Local traffic, on the other hand, will be confined to relatively narrower streets designed to move vehicles at slower speeds so that the amenities of residential neighbourhoods will not be destroyed.

A major function of any Urban Renewal programme is to assist in the realization of a sound thoroughfare plan. Failure to do so would mean that many of the future renewal actions affecting housing would not accomplish a long-range improvement. The blighting effects of poor traffic circulation can cause the best of housing projects to deteriorate.

H) Railroads

The main railroad junction, station and marshalling yards are now in the geographic centre of the City, immediately to the west of the Central Business District. The changes which have occurred during the past decades in the role of rail transportation as related to cities have made this central location a serious handicap to the healthy progress and development of Sudbury.

Level crossings between railway tracks and major streets impede the smooth flow of automobile traffic. Tracks which cross the downtown area have a blighting influence on adjacent properties used for retail and office purposes. The yards prevent the expansion of the Central Business District in one direction, and use up a great deal of extremely valuable land. Finally, railway lines running through residential areas usually make these areas extremely undesirable.

III. HOUSING

A) General

Housing must play an important role in any urban renewal study. This is particularly true in Canada where the provisions of the National Housing Act, as related to renewal, offer financial assistance only if the demolition and/or construction of a substantial proportion of housing is involved. The reason for this great attention to housing is partly because it occupies more land than all other urban uses combined, and partly because substandard urban areas are usually characterized by a high proportion of undesirable, blighted dwellings, inhabited by the lower-income groups of the City's population. Poor housing decreases mobility of labour and contributes both to poor health and education.

The importance of housing is exemplified by the numerous studies carried out by the Royal Commission on the subject in 1939. Dr. A. E. Grauer pointed out the source of the housing problem in Canada as follows:^{*}

"The housing problem in Canada arose in a period of swiftly increasing population, rapid urbanization . . . no adequate planning by Municipal and Government authorities . . . Accommodation had to be provided for people who possessed little capital . . . Expanding urban communities provided an admirable field of activity for real estate and building speculations. Such speculations have led to many of the worst evils in urban housing. Inflated land values and assessment valuation based upon speculative prices resulted in the construction of unsatisfactory dwellings. At the same time high rents meant the crowding of two or more families into single residences as a means of reducing expenses. The result was an increased per capita cost of services for scattered residential districts and the beginning of slum conditions in those areas."

In this section of the report the various aspects of housing in Sudbury will be considered and analyzed.

B) Conditions of Housing

The most obvious indication that a house is unsatisfactory is the sub-standard condition of its exterior. During the course of the Sudbury Urban Renewal Study, each of the 12,500 residential buildings in the City was evaluated as to its exterior condition and lot. Each building was recorded in one of five possible categories: very good, good, fair, poor and very poor.^{*} The results of this survey are shown on Plate 6.

On Plate 6, the conditions of buildings have been summarized by City blocks in three rather than five categories. This simplified locating those areas which contain high concentrations of very good and good buildings, fair buildings, and poor and very poor buildings. Generally, it may be said that, in Sudbury's renewal programme, the first group of buildings only requires measures to prevent future deterioration, the second group requires rehabilitation measures, while the buildings in the third group will, in many cases, need replacement. As shown in Table 5, more than 2,500 residential buildings — one out of every five — are at present in poor or very poor condition and should be immediately demolished and replaced.

^{*}Canada, Royal Commission on Dominion-Provincial Relations, Housing Study by Dr. A. E. Grauer (1939)



Building in Very Good Condition — Ramsey Road



Building in Good Condition — Cedar Street



Building in Fair Condition — Cedar Street



Building in Poor Condition — Shoppert Avenue



Building in Very Poor Condition — Wilma Street

SUDSBURY URBAN RENEWAL STUDY

CITY OF SUDSBURY



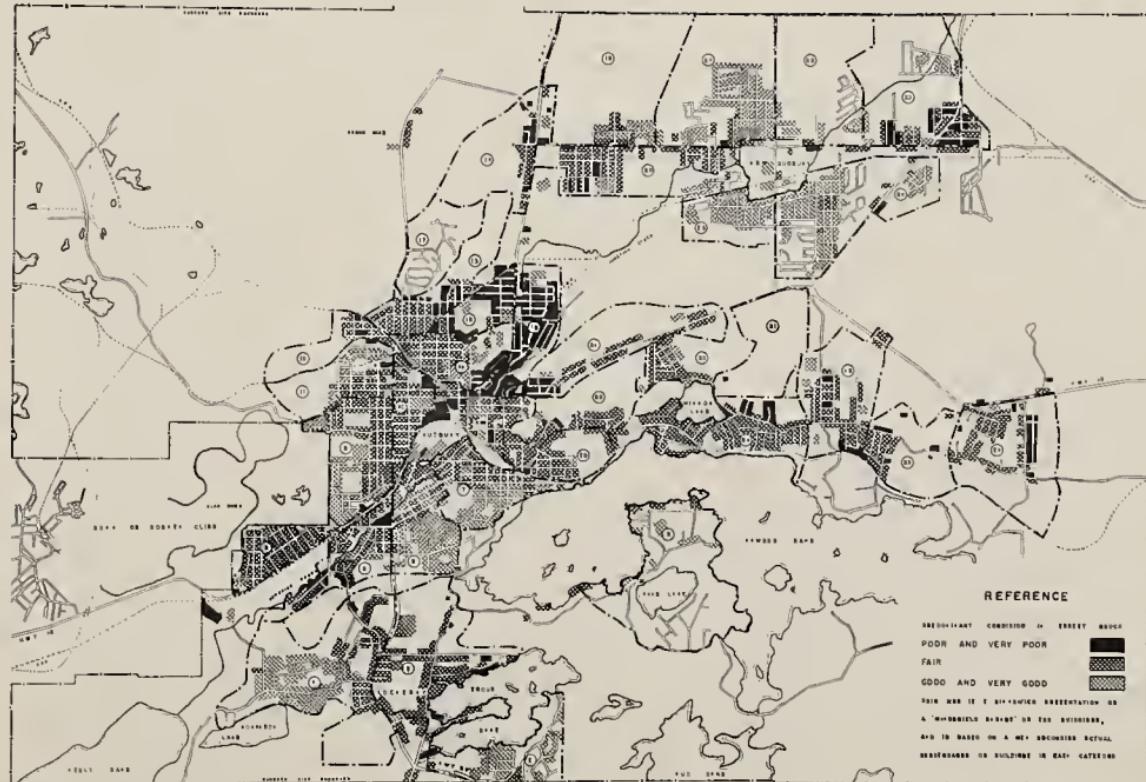
SUDSBURY PLANNING BOARD

1 MILE
1600 FEET
1600 METERS
1 KM
1000 YARDS



SUDBURY URBAN RENEWAL STUDY

CITY OF SUDBURY



CONDITION OF BUILDINGS

SOURCE: WINDSHIELD SURVEY 1959

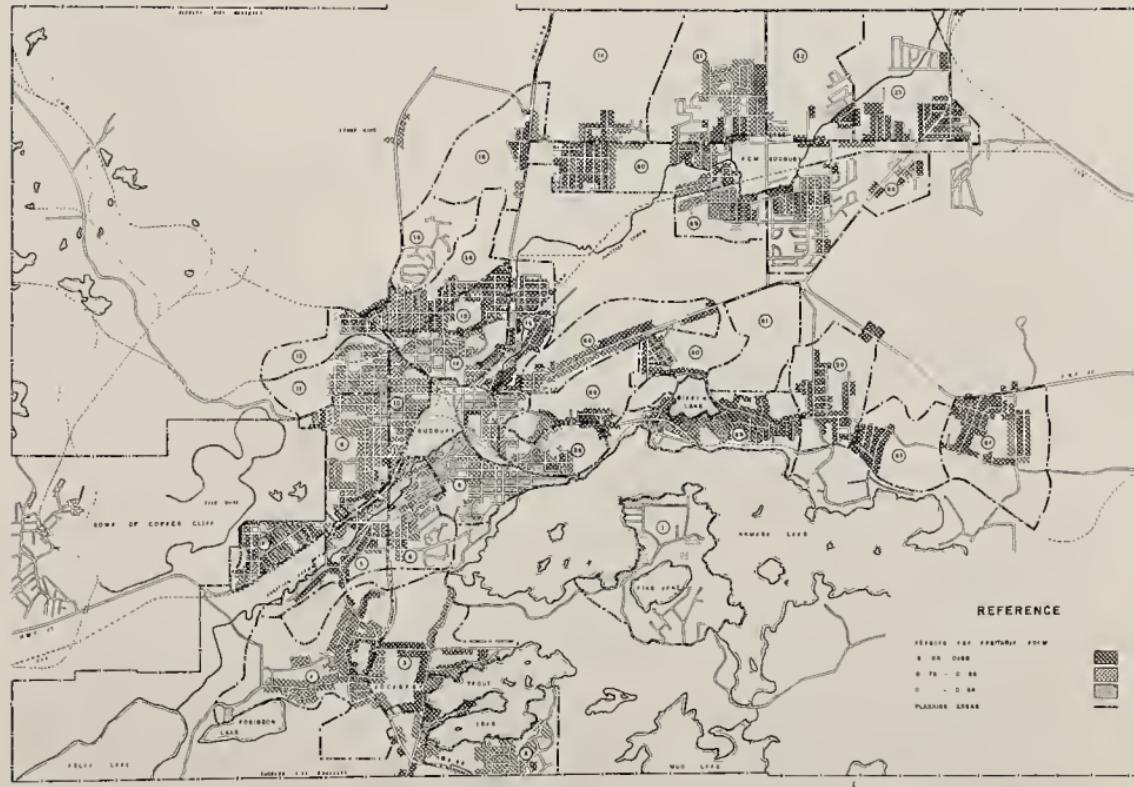


• 800 88888

SUDSBURY PLANNING BOARD

SUDBURY URBAN RENEWAL STUDY

CITY OF SUDBURY



ROOM OCCUPANCY RATES

SOURCE: ASSESSMENT ROLLS



FARE SCALE
EACH PERSON ROLLS ONE DOLLAR

SUDBURY PLANNING BOARD

MILES
KILOMETERS
FEET
METERS
1 INCH EQUALS 8000 FEET



This Building has been renewed by covering up with paint, stucco, etc.
"Low Rental Housing" — Louis Street

TABLE VI
EXTERIOR CONDITIONS OF BUILDINGS
SUDBURY, 1959

Condition Category	Residential Buildings	All Buildings		
	%	#	%	#
Very Good	14.4	14.3		
Good	13.9	14.1		
Fair	52.1	51.4		
Poor	14.9	15.2		
Very Poor	4.7	5.0		
TOTAL	100.0	100.0		

Source: Sudbury Urban Renewal Study

Most of the poor and very poor houses are located in Neighbourhoods 14, 15 and 16, to the north of the Central Business District, and in Neighbourhoods 18, 20, 23, 29, 32, 33 and 34, in the more recently developed urban fringes. In all of the neighbourhoods mentioned above, the worst housing conditions occur in areas of mixed land use. They are poor living areas and conditions are made worse because residential property owners are reluctant to spend money in maintaining their buildings on the assumption that change to commercial use is inevitable.

There are two causes for unsatisfactory conditions in housing
1) Houses that initially were not properly designed and constructed, in other words, houses which were substandard even when new; and 2) houses that become obsolete due to age or insufficient maintenance. The first group includes the numerous "Shack" dwellings which are scattered throughout the City. The second group is mainly concentrated in the older, central part of the City, where blighting influences, such as age, incompatible adjacent land uses, heavy traffic, and lack of modern community facilities, have depressed residential value. Examination of the individual blighted houses showed that deficiencies encouraged the development of further depreciation.

In both cases, the deterioration could have been prevented to a large extent by the enforcement of sound building, subdivision and zoning regulations, by the adoption and enforcement of occupancy and maintenance codes, and by other general planning measures. It is very likely that the cost of such enforcement and planning would have been considerably less than the cost of the renewal which is now required, and most of which will have to be supplied by public funds.

C) Overcrowding

Another very serious housing deficiency is overcrowding. It is generally recognized that ideally every family should have its own dwelling, and that each dwelling should have at least as many habitable rooms as inhabitants.*

*"Habitable" rooms include living rooms, dining rooms, bedrooms, and kitchens. Not considered as habitable rooms are bathrooms, halls, pantries, and storage rooms.

About 800 dwellings in Sudbury are occupied by more than one family and must, therefore, be considered overcrowded.* To eliminate this particular deficiency, at least 800 dwellings should be added to the existing housing stock.

Occupancy rates (the ratio of the number of persons occupying each habitable room in a dwelling) are shown on Plate 7. The rates are plotted by City blocks, for purposes of simplifying the illustration. It was found that many dwellings contained occupancy rates of more than one person per habitable room, and were for that reason considered to be overcrowded. The 1951 census showed 28% as being crowded and the 1961 census, 26.6%. This is higher than the average for Ontario or Canada. The census figure is very near to that found in this survey, 24.3%, which showed 3,519 dwelling units overcrowded, distributed over the whole City, sometimes in the newest sections. The total number of persons in overcrowded units was 8,745.

Plate VII indicates that overcrowding occurs largely in the same Planning Areas which contain housing in poor or very poor condition and more so in rented dwellings. The largest concentrations of overcrowding are in the blocks to the north of the Central Business District and in the Minnow Lake area.

There are three causes of overcrowding in Sudbury. One is the fact that there was an insufficient supply of dwelling units in the past and that the present stock of housing remains out of proportion to the size of the families or the size of households. Other reasons for overcrowding are the lack of low cost dwellings and the lack of occupancy control. Many of these overcrowded properties are not in blight condition and do not need to be pulled down. They just need to be cleared of their tenants, cleaned and painted. Otherwise they may turn into slums.

TABLE VII
CROWDED DWELLINGS - 1961

Location	PERCENT	TOTAL DWELLINGS
Sudbury	26.6	19,526
Ontario	11.8	1,640,750
Canada	16.5	4,554,493

Source: Census of Canada, 1961

TABLE VIII
AGE OF DWELLINGS

LOCATION	BEFORE 1920	1920-1945	1946-1961
Sudbury	9.3%	42.0%	48.7%
Ontario	34.9%	20.1%	43.0%
Canada	30.6%	25.2%	44.2%

Source: Census of Canada, 1961

*This estimate was derived from the 1961 Census of Canada, which indicated that before amalgamation 42% of the dwellings in Sudbury contained two or more families.

D) Age of Housing

It was found to be impractical to make a survey of the age of the individual buildings in Sudbury as there is no comparison with conditions of buildings and other factors due to lack of control of housing and development in the past. Instead, the age of specific areas of the City are shown on Plate 8, which shows the period during which each block was first subdivided. It must be remembered that this does not always indicate the age of the present buildings. Individual building lots in each block may not have been built upon immediately after subdivision, original buildings may have been replaced by new ones, or they may have been so altered over the years as to be virtual replacements of the original buildings.

Table 8 examines Sudbury Housing Stock by age group comparing with the National and Provincial averages, thereby revealing the following:

a) Percentage wise, Sudbury housing stock is young, built after 1920, and b) above 90% or 17,708 structures were built after 1920 as compared with 60% of Ontario or Canada stock

It may generally be said, however, that those areas which were developed before 1920 are likely to be relatively undesirable from a residential point of view. They usually contain a high proportion of buildings which do not conform to modern standards of convenience, sanitation and ventilation, and in most cases, the areas lack some private and community facilities now considered to be essential in an urban environment. The majority of such structures are found to be built of wood which means that they require considerable care and maintenance to remain in satisfactory condition over a considerable period of time.

It is unfortunately true that it is cheaper to keep an existing house in a good state of repair than to replace it with a new one. It was sought during the study to find areas with large mansions or single family dwelling units built in the early 20's and extend the useful life of some of these buildings by rehabilitation and conversion into several useful dwellings. It was found that only a few houses of such nature exist in parts of Neighbourhood 7 and 6 in the Central Business District east from Drinkwater. In the latter, the buildings are being changed to office or semi-commercial establishments. In the first instance, the buildings are still owned by one family and are established in good environments. It is necessary to maintain this type of housing for efficiency and the conversion of them should be carried out only after careful planning so that the houses will not become overcrowded and the facilities outmoded.

In the older sections, parks and playgrounds are, in most cases, not available within easy walking distance and off-street parking facilities are often unsatisfactory. The areas contain relatively many land uses which are incompatible with desirable and safe residential neighbourhoods and with high and stable values.

E) Density of Housing

Residential density refers to the number of persons, families or dwelling units occupying an acre of land. Desirable standards of density vary with the type of housing involved. The density standard for an area developed with single family detached dwellings is between 3 to 6 units per acre, compared with up to 100 units per acre for high-rise apartment buildings. If, in a given built-up area, the average standard of density for the prevailing house type is exceeded, the dwellings must be regarded as overcrowded on the

land so a deficiency exists. Conversely, where existing development is significantly below the standard, another form of deficiency exists in the form of underdevelopment.

Space around residences is not a serious problem in Sudbury. Approximately 9% of the buildings have deficiencies such as narrow side yard but these, however, usually have land at the rear or front. These side yard deficiencies occur largely in the older section of the City, north of the Downtown area.

Few areas in Sudbury have excessive average residential densities. However, a considerable number of individual dwellings have been built on lots of insufficient size due to improper subdivisions. Neighbourhoods 13, 14, 15 and 16 contain some of the heaviest concentrations of this deficiency.

Plate 9 and Table 9 illustrate the existing population densities by Neighbourhood. The highest densities occur in Neighbourhoods 5, 12, 13, 14, 15 and 16, generally adjacent to the Central Business District. The lowest densities occur in the recently developed urban fringes.

F) Owner and Tenant Occupancy of Housing

A survey to determine whether dwellings were owner-occupied or rented revealed that the areas with the highest proportion of tenant occupancy were also the areas with the highest proportion of housing deficiencies. This may be interpreted to mean that the greatest demand for rental housing is among the lower income groups of the population. There is no doubt that these families would prefer to rent better accommodation in more desirable areas, but their limited financial resources will allow them only to accommodate apartments, converted dwellings and ordinary houses in the less satisfactory areas of the City. This interpretation indicates a need for good quality, low rental housing in Sudbury.

The Neighbourhoods in which more than 60% of all the dwellings are tenant occupied are numbers 8, 10, 13, 14, 15 and 16, and the Central Business District.*

G) Housing Construction Trends and Housing Needs

As long as there is a shortage of housing in a community, there will be instances of overcrowding, deteriorating structural conditions, neighbourhoods on the downgrade and many inadequacies in terms of family living.

Construction of new dwellings during recent years has merely kept up with the City's population increase. The additions to the housing stock have not served to relieve overcrowding or to replace worn-out existing housing. In 1951, the census showed the City's population to be 42,410 while over 1,075 dwellings were in need of repair (11.4%). On the other hand, at the same time the census indicated only 1% empty dwelling units. It is claimed by economists that a reserve from 4 to 6% is necessary to make a free housing market function satisfactorily so that people can move to suitable dwellings as and when necessary.

Between 1951 and 1961, the average annual housing production was 400 units, while only a few were pulled down. During the same period, the average number of marriages contracted per year was 640 and from 1951 to 1957 the average immigration inflow was 350 persons. So from the above two items there was a shortage of approximately 350 units per year. Hence, the overcrowded condition in units and the number of people forced to live in substandard houses should be no surprise.

*Data derived from Assessment Department records.



Older Wooden Houses — Leslie Street

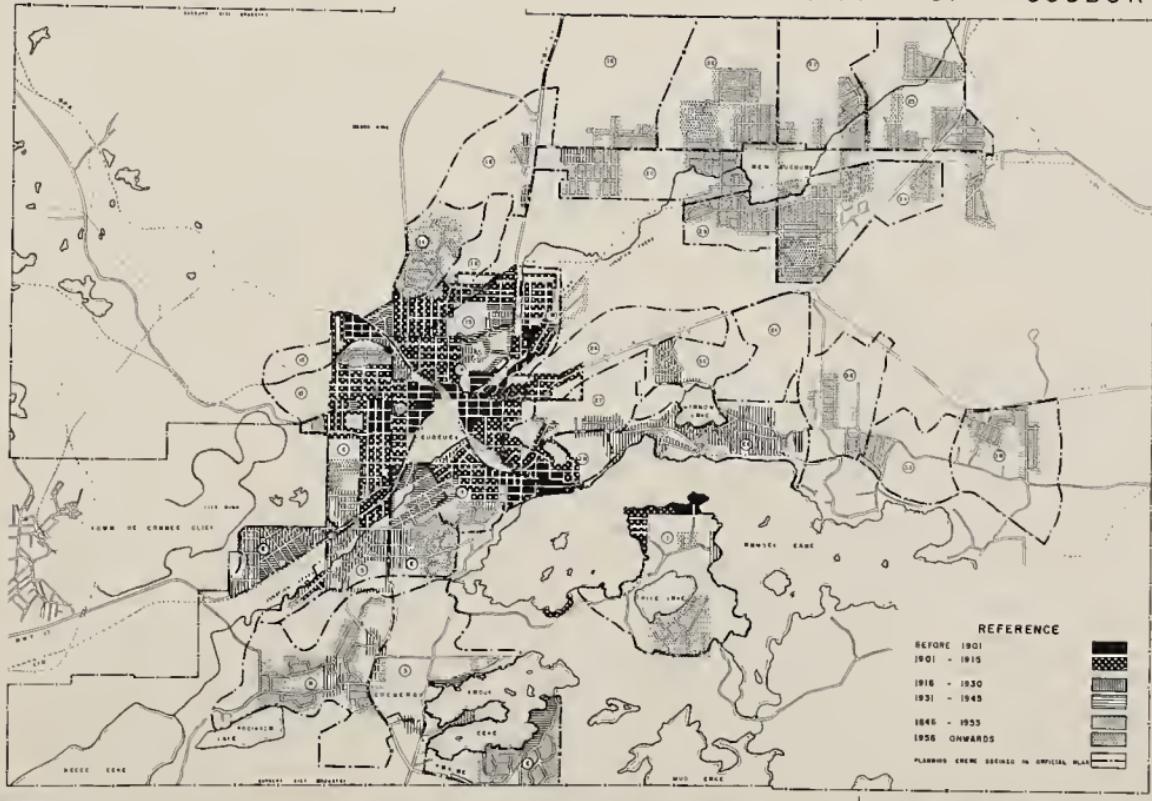


Early Suburban Development — Lebel Street



A Recent Subdivision — Hudson Street

SUDBURY URBAN RENEWAL STUDY CITY OF SUDBURY



EXPANSION BY SUBDIVISIONS

SOURCE: CITY RECORDS

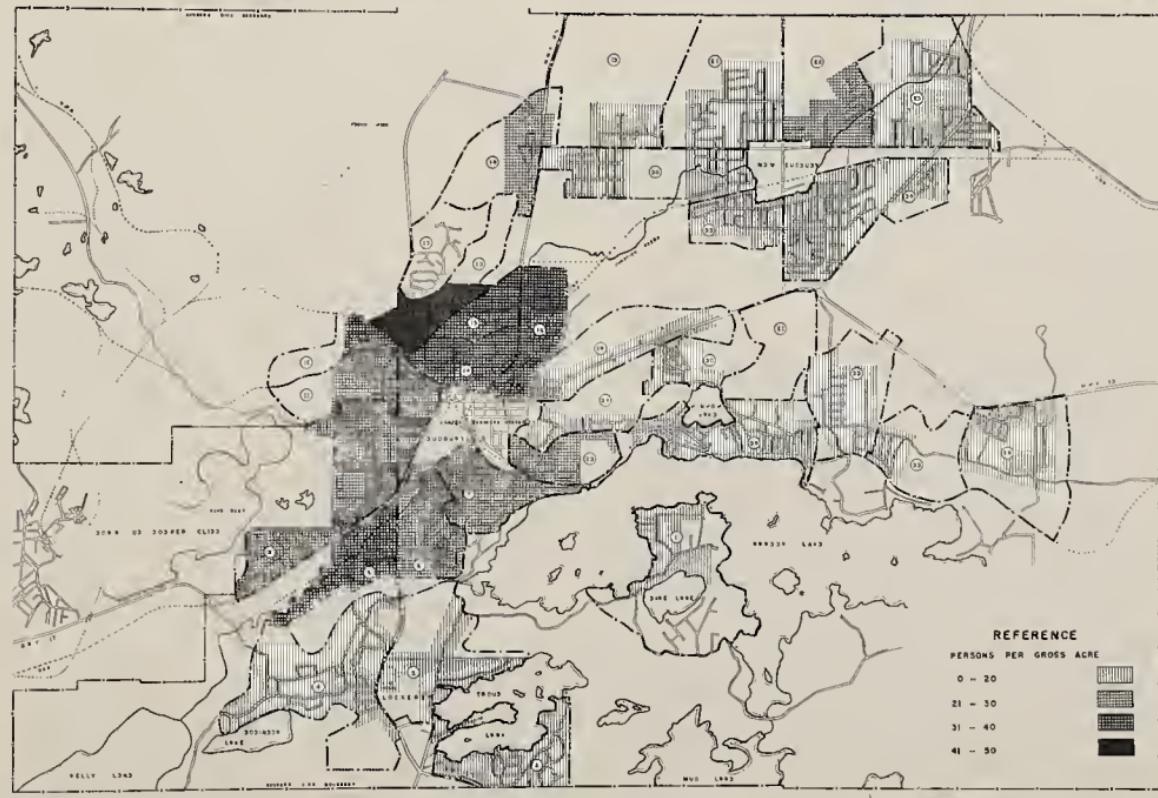
二十一世纪 中国文学

SUDSBURY PLANNING BOARD

1. NEW COURSES CODE CCLT

SUDSBURY URBAN RENEWAL STUDY

CITY OF SUDSBURY



GROSS POPULATION DENSITY
SOURCE: ASSESSMENT DEPT. RECORDS



SUDSBURY PLANNING BOARD
SUDSBURY, ONTARIO, CANADA
3000 1500 1200 900 600 300 FEET
3000 1500 1200 900 600 300 METRES

TABLE IX

POPULATION DENSITIES BY NEIGHBOURHOODS
SUDBURY, 1960

COMMUNITY	NEIGHBOURHOOD No.	NEIGHBOURHOOD Pop.	COMMUNITY Total Pop.	GROSS DENSITY (Persons per acre)
Pike Lake	1	200	200	6
Lockery East	2	600		11
	3	1,700	2,300	14
Lockery West	4	2,800		16
	5	3,750	6,550	36
Lakeview	6	3,500		22
	7	3,650	7,150	27
Gatchell	8	3,550	3,550	24
West End	9	5,850		30
	10	2,750	11,900	27
	11	2,500		28
	12	800		32
Donovan	13	5,200		43
	14	4,000	12,200	37
	15	3,000		36
Flour Mill	16	4,900	4,900	38
Northern Heights	17	100		1
	18	900	1,000	23
New Sudbury	19	700		14
	20	2,200	4,700	16
	21	1,800		17
New Sudbury East	22	600		22
	23	2,100	2,700	13
Barrydowne	24	1,850	2,650	7
	25	800		12
Howey-Kingsway	26	950		11
	27	600	3,600	13
	28	2,050		23
Minnow Lake West	29	3,400		14
	30	1,250	4,700	20
	31	50		50
Minnow Lake East	32	1,800		13
	33	750	3,800	14
	34	1,250		8
General Business Districts			3,000	
			74,900	

Since 1960, the picture has been changing considerably, although the number of marriages is at the same ratio. This is because the immigration rate is much lower; in fact there is an out-movement of people, and because housing construction is being carried on at an accelerated rate. In 1961, there were 551 units completed and in 1962, 603 units were completed. However, considering the overcrowded units, the substandard houses, those in need of repairs and the number of "shacks" in existence, there is still a statistical housing shortage which is shown in Table 10.

Table X

HOUSING NEEDS - 1963

No. of households in 1961	19,526
4% vacancy rate	782
No. of dwellings in need of major repair	1,055
Total number of dwellings required	21,363
Dwellings in existence	19,526
Number of dwellings deficient in 1961	1,837
In 1962, increase of population of 1,638	
persons or 544 families	
603 units erected, hence 59 units over	
No. of dwellings deficient in 1962	1,778

Long term needs

To reduce overcrowding — 8,745 persons @ 4 per household
Reduce substandard accommodation "shacks"
Increase in population each year — 1,690 @ 4 per dwelling

Calculating on the basis of past trends and trying to correct all deficiencies within five years' time, approximately 1,300 dwelling units should be constructed each year or, in other words the present rate of construction must be doubled. If the time of remedies is lengthened to a 10 year period, then the erection rate of new dwelling units should be 890 each year. These calculations, however, do not take into account the replacement rate.

In 1962, 1,079 new dwelling units were started and 603 completed but the number of houses under the \$12,000* bracket is not very high. Since 1950, the proportion of housing structures at more than \$13,000 has been continually rising. In 1962 more than 60% were above the \$13,000 mark, hence, competition for decent, safe and sanitary housing is continuing at price levels higher than \$13,000.

In 1956 the taxable income returns show that 71.5% of the total returns showed earnings of less than \$5,000 per year and 25.2% less than \$3,000 per year. (In 1961, the latter rose to 28%). By an accepted ratio that not more than 2.5 times the annual income should be expended in the purchase of homes, the majority of people are excluded from the market. It must be pointed out that the ratio of 2.5 is very high, the more accepted rate now being 1.6 to 1.7**, hence, in brief, a large number of families in Sudbury are priced out of the market even though there are an enormous number of people willing to devote more to housing than they are theoretically allowed to. This situation forces the low income customer into the marginal market for rented housing as well as marginal home ownership which partially explains the continuing improper land use, the substandard house use and overcrowding.

*Value assessed by Building Inspector's Office.

**National Housing Conference

H) "Shack" Dwellings

One significant and serious factor in Sudbury's housing situation is the existence of almost 300 "shack" dwellings, which due to their small size and poor construction cannot be considered to conform to any generally accepted housing standards.

During the urban renewal surveys 286 such dwellings were recorded, 144 in the "Old City" (pre-amalgamation) and 142 in the recently annexed areas (See Plate 10). The following factors were characteristic of the "shack" dwellings:

1. No proper, permanent foundation (usually just wooden posts).
2. Poor state of repair, poor initial construction with poor materials, normally wood.
3. Low ceiling heights.
4. Small window areas.
5. Very limited floor area, often 1 or 2 rooms only.
6. Stove heating and unsatisfactory sanitary facilities.
7. Small lot areas, the shacks are often built as a separate second structure at the rear of larger house, but on the same lot.
8. Poor appearance, with the result that the shacks have a blighting influence on surrounding properties.

Many of the structures recorded during the survey had already been recorded in 1958 as "unfit for habitation" by the Fire Prevention Officer.

The "shacks" are generally of two types: 1) those constructed for tenant occupancy, and 2) those constructed for owner-occupancy. The former are dominant in the older parts of the City, and are frequently constructed on existing single-family lots, behind or beside the main building. About 70% of the shacks in the "Old City" (pre-amalgamation) are tenant occupied, as against 45% of those in the fringe areas. The shack landlords have apparently taken advantage of the existing demand for low-rental housing. The fact that good, low-rental housing is virtually unavailable in Sudbury, forces tenant families to rent shacks.

The more than 100 owner-occupied shacks again reflect the need for low-cost housing, in this case of the type that can be purchased.

The shacks constitute serious social and health hazards. Family life cannot function properly in such crowded quarters which lack virtually all the normal facilities for privacy and comfort. Hazards to the occupants' health exist because of poor insulation and ventilation and inadequate sanitary facilities (91 percent of the shacks were found to lack a bath).

In addition, shacks tend to depress the real estate value of good properties in the surrounding area.

As shown on Plate 10, major concentrations of shacks exist in the area north of the Central Business District and in the area north of Ramsey Lake.

I) Summary

It has been shown in the previous section that the major housing deficiencies, such as substandard condition of structures, overcrowding, excessively small and crowded lots, and structures which are outdated are particularly concentrated in the neighbourhoods just north of the Central Business District and in the neighbourhoods to the east and west of Minnow Lake. Any further programme to improve housing conditions and to eliminate residential blight should, therefore, occur primarily in these two areas.

Plate 11 shows the location of families receiving welfare payments during 1959, and is indicative of the areas where a concentration of the families with very limited means tend to live.

While in the past, poor urban areas contained high proportions of disease, modern health provisions have improved this situation materially. There is, however, no doubt that people living in the poorest, urban areas lack many of the factors considered essential for optimum conditions of physical and mental health. Unsatisfactory plumbing, ventilation and light facilities prevail in the poorer dwellings and the virtual lack of neighbourhood facilities for active and passive recreation are not conducive to a healthy pattern of family and community development.

IV. HEALTH, WELFARE AND SAFETY

A survey of the location of fires in recent years, revealed that a high proportion of the fires occurred in the neighbourhoods within and surrounding the downtown area. Plate 12 indicates where the fires occurring from 1954 to 1959 were located.

In most cases the fires occurred in structures which were in poor condition. The most frequently-mentioned causes of fires include accidents in connection with poor, often makeshift heating equipment, chimney fires and faulty electric wiring. It must be further noted that the Fire Prevention Officer has reported that the incidence of fires in the older parts of the City is steadily increasing.

For comparative purposes, a ratio of the number of fires and the number of dwellings in selected neighbourhoods was calculated:

NEIGHBOURHOOD 15 Much pre-World War I development, some mixture of land uses, 60% of buildings in poor condition; 1 fire to every 4 structures.

NEIGHBOURHOOD 16 Mostly pre-World War I development, mixed residential and other mixed uses, 75% of buildings in poor condition; 1 fire to 2.5 structures.

NEIGHBOURHOOD 12 Older development mainly, almost entirely residential, buildings less crowded than in other areas, fewer multiple family type, 28% of buildings in poor condition; 1 fire to 12 structures.

NEIGHBOURHOOD 22 Early post-war suburban development, residential, mostly single family, 29% of buildings in poor condition; 1 fire to 18 structures.

NEIGHBOURHOOD 4 Post-war residential on large lots, single family type, 7% of buildings in poor condition; 1 fire to 65 structures.

NEIGHBOURHOOD 25 New single family homes, 97% in good condition, 1 fire to 125 structures.

Since the problems of ill health and fire loss constitute a major drain on the social and financial resources of the community, their elimination and the prevention of their spread should be an important objective of the Urban Renewal programme. The areas in which these deficiencies occur most frequently must, therefore, be an important subject of physical improvement and redevelopment of housing and community facilities. In Sudbury, the major concentration of these problems exists in the neighbourhoods to the west, north and east of the Central Business District.



Whittaker Street



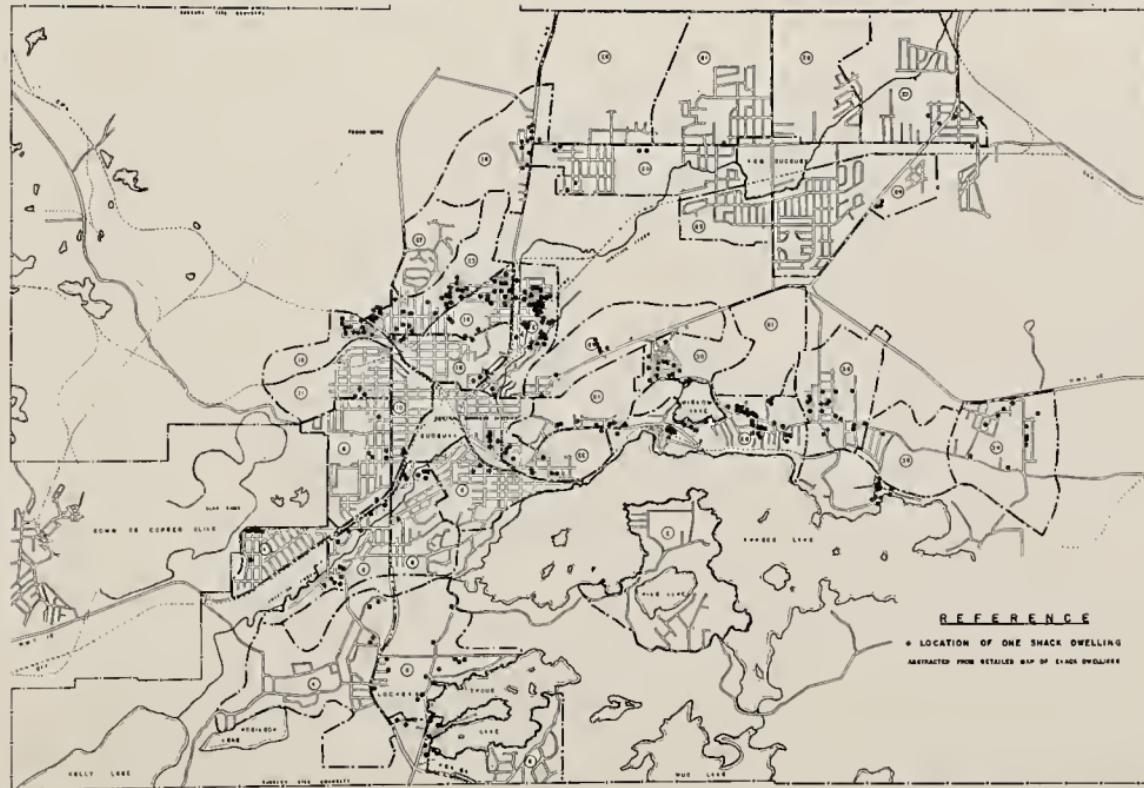
King Street



Bancroft Drive

SUDBURY URBAN RENEWAL STUDY

CITY OF SUDBURY



10 KM
EACH DIVISION EQUALS ONE KILOMETER

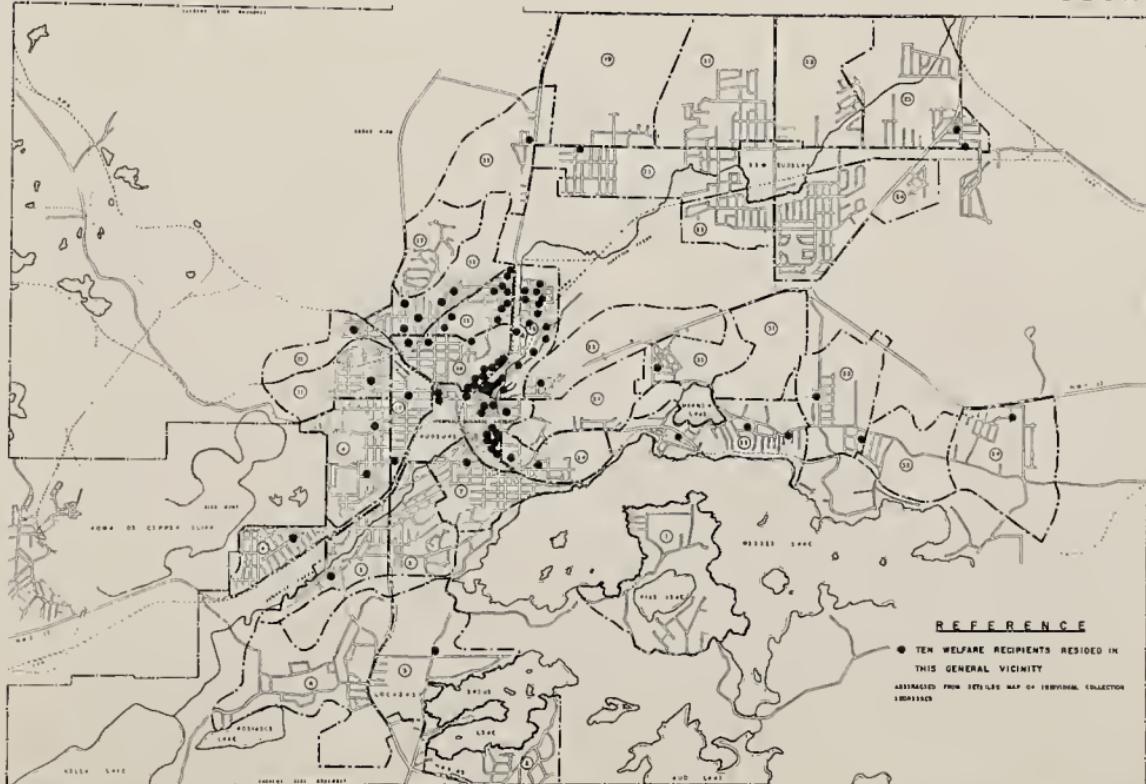
LOCATIONS OF SHACK DWELLINGS - 1960

SOURCE: FIELD SURVEY

SUDBURY PLANNING BOARD

EAST 10 20 30 40 50 60 70 80 90 100
WEST 10 20 30 40 50 60 70 80 90 100
NORTH 10 20 30 40 50 60 70 80 90 100
SOUTH 10 20 30 40 50 60 70 80 90 100

SUDBURY URBAN RENEWAL STUDY CITY OF SUDBURY



WELFARE RECIPIENTS - 1959

SOURCE: WELFARE DEPT. RECORDS

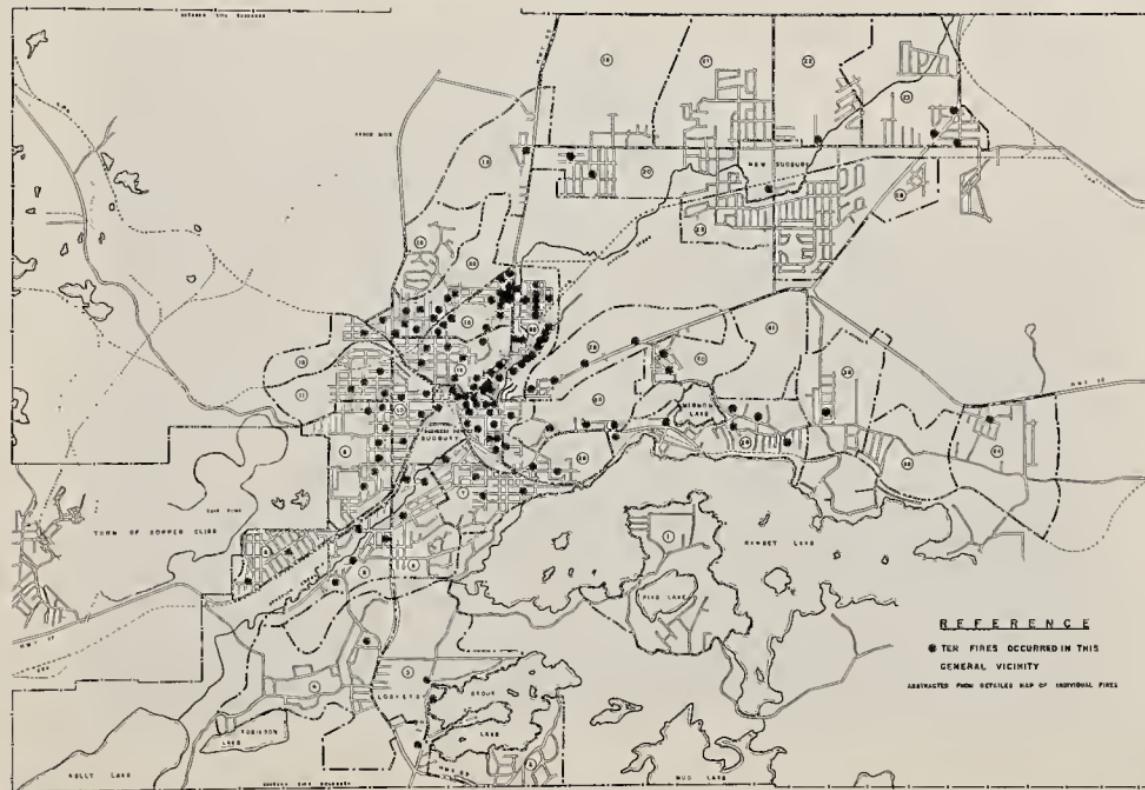


SUDBURY PLANNING BOARD

Scale: 1 in. = 1 mile
1 mile equals 1.61 km

SUDBURY URBAN RENEWAL STUDY

CITY OF SUDBURY



ABSEN BATTLE

FIRE INCIDENCE - 1954 - 1959

SOURCE: FIRE DEPT. RECORDS

SUDSBURY PLANNING BOARD



Small Lot and Poor Construction — Fire Hazard For The Street — Montague Street

V. PUBLIC UTILITIES

The old, pre-amalgamation part of Sudbury is fully serviced with public utilities. In the newly annexed areas, piped water supply and hydro are available, but sanitary sewers are largely lacking; waste is disposed of by night-soil pick-ups from 1,180 dwellings and by individual septic tanks. Since 1960, a programme of sewerage in the areas not serviced has been introduced and is being implemented. It is anticipated that by 1965 major sewage of built-up areas will be completed.

Storm sewers serve most of the "Old City", except for parts of Neighbourhoods 12, 15 and 16. Most of the suburban fringe areas lack storm sewers.

Paved streets and sidewalks are also largely lacking in the suburban areas. A major contribution to the quality residential areas are well maintained and properly laid out streets, which in turn encourage maintenance of private lots and houses.

VI. VISUAL ASPECTS

Urban Renewal is not only an attempt to improve the functional urban factors such as housing, transportation and economic aspects. It can and should also serve to implement a programme of beautification of the total urban environment.

Sudbury contains many factors which give it a depressing appearance. The smoke from the smelters, the slag piles and the stunted vegetation are direct results of the economic functions of the area and are not easily eliminated. However, something should be done about the problem of Sudbury's industrial landscape. It is understood that there is a good deal of apathy among the public, the councillors and the public servants alike: indeed many are scarcely aware that a problem does exist. The "Where there's Muck, there's Money" school of thought supports the idea. This does not mean that all the slag dumps should be eliminated, but simply that when one is no longer in use, something should be done about improving its appearance. There are many reasons for betterment, among them the aesthetic argument that order should be substituted for chaos, beauty for ugliness. A sordid environment produces a low assessment and a landscape such as we have is a flat contradiction of the idea that we live in a civilized society. Indeed, it is a national disgrace.

The survey confirmed that a number of lots are unkempt and sullied from poor landscaping, broken fences, and scattered junk, including car wrecks. The location of lots which are badly maintained, coincide with that of poor structures, substandard dwellings or apartments. It is also pointed out that there are too many streets without any trees.

Junction Creek, flowing through the City, is a prime example of a neglected opportunity to improve the appearance of the City. Removal of the rubbish from its course* and simple landscaping could make an asset out of what is now an eyesore and a health hazard.

The unfortunate characterization of the numerous wooden hydro poles, electric wires, advertising signs, and poorly designed street furniture all detract from the City's appearance. It should also be noted that the many rock outcrops offer tremendous opportunities as architectural and landscaping features, opportunities which have largely been neglected.

It is recommended that a design committee representing City Departments concerned and local architects conduct a study and devise controls to establish more orderly arrangement of street accessories such as fire hydrants, fire alarm boxes, mail boxes, street signs, traffic signs, lamp posts, utility poles and litter baskets.

VII. THE RENEWAL REQUIREMENTS

To facilitate an understanding of the extent of existing blight as it affects the residential environment, Plate 13 shows the areas in the City where some of the principle deficiencies are concentrated. The existence of these deficiencies indicates urban conditions which require improvement by means of a comprehensive Urban Renewal programme. The areas and neighbourhoods in which most of the renewal action should take place are shown on this Plate. In total, there are 3,214 acres affected by deterioration (rehabilitation and redevelopment areas), of which 400 acres should be acquired and cleared. The deteriorated areas cover 78 percent of the total developed area of the City.

The Plate shows that the area north of the Central Business District contains a combination of all forms of blight. It contains the Borgia area, the substandard condition of which was an original cause for this Urban Renewal study. It is, therefore, obvious that the first renewal project should be undertaken in this area. It must be noted, however, that if the Borgia area is selected as the first renewal project, it should be followed by other projects in the same vicinity in the near future and the Borgia project should be regarded as only the first stage of a long-range programme covering the majority of the remaining parts of Neighbourhoods 13, 15 and 16. The renewal requirements for this entire area will consist of demolition of the worst facilities, repair and modernization of others, the construction of new streets, utilities and community facilities, and the construction of housing to replace the dwellings to be demolished. Much of this work will have to be financed and carried out by the municipality and the two senior governments because of the lack of financial resources of the present population of the area.

In addition to the need for renewal in this part of central Sudbury, conditions of blight are also concentrated in a number of the more recently developed parts of the City, notably in Gatchell, Minnow Lake and New Sudbury. These areas, however, contain relatively less deficiencies, and they are of a type which can be dealt with somewhat more easily. While the renewal solutions for the central area will largely consist of redevelopment or extensive rehabilitation, the renewal programme in the outlying areas will require such programmes as the installation of utilities and community facilities, the rigorous enforcement of planning and building by-laws, and a programme designed to persuade and assist individual property owners to effect improvements to their houses and gardens.

VIII. SUMMARY OF EXISTING CONDITIONS

The following is a brief review of existing deficiencies found in each of the Neighbourhoods during the course of the Urban Renewal survey and described on the previous pages. The neighbourhoods are grouped according to those recognized in the Official Plan and shown on Plate 4.

*Partially done in 1963.

Sudbury's features of blight are apparent, namely, the temporariness of the structure, combined with the influx of commercial and industrial land use, scattered in small pockets throughout the affected areas, forming centres of nuisance and creating odd contrast in the scale and character of the buildings. Another characteristic of Sudbury's blight is the backyard. The accretion here of wrecked or unused cars, shacks and debris is a most hazardous and demoralizing sign of "I don't care any more" disorder. In some areas, the lots are so overbuilt with additions, that lack of light and air are beginning to become a problem.

Neighbourhood 1 — Pike Lake Community

- Basically a sound community though 9.7% of the residential structures are in poor or very poor condition.
- No sewers, piped water, or paved roads; this does not yet pose a serious problem, due to low existing density.

Neighbourhoods 2 and 3 — Lockerby East

- Clusters of poor buildings especially in Area 3, where 24.5% of structures are in poor or very poor condition.
- "Four Corners" intersection presents a serious traffic hazard.
- Many roads are unpaved.
- The district is certainly sound, but selected improvements and planning control are required.

Neighbourhoods 4 and 5 — Lockerby West

- Conditions of overcrowding especially in Area 5.
- Lack of recreation areas and tot lots.
- Need for more paved roads and sidewalks in Area 4.

Neighbourhoods 6 and 7 — Lakeview Community

- Existence of industrial uses in the predominantly residential Ontario Street district.
- Traffic hazards with regard to Paris Street and the Nelson Street bridge.
- High incidence of traffic accidents due to poor intersections.
- Many lots with inadequate frontage and area.
- However, the newer section of the neighbourhood is excellent condition.

Neighbourhood 8 — Gatchell

- A tendency towards overcrowding.
- Lack of storm sewers and sidewalks.
- Mixture of commercial uses along Copper Cliff Road; this street poses a traffic hazard due to too many points of vehicle access.

Neighbourhoods 9 and 11 — West End

- Mixture of land use in the older sections, especially Neighbourhood 9.
- Several bad street intersections notably Spruce Street and Eyre Street, Spruce Street and Whittaker Street, and the intersection of Highways 17 and 69S (Regent Street).
- Many lots with frontage of less than 50 feet.

Neighbourhoods 10 and 12 — West End

- 14.0% of the structures in Neighbourhood 10 and 27.6% in Neighbourhood 12 in poor or very poor condition.
- Extensive mixture of incompatible land uses.
- Poor environment with little vegetation, bare rock outcrops, and noise from adjacent railroad yard.

Neighbourhoods 13, 14 and 15 — Donovan Community

- Many structures in poor or very poor condition: 30.9% in Neighbourhood 13; 27.5% in Neighbourhood 14; and 60.0% in Neighbourhood 15.
- General overcrowding.
- Mixture of incompatible land uses
- High incidence of fire damage.
- Large number of welfare cases especially in Area 15.
- Poor street pattern and many traffic hazards.

Neighbourhood 16 — Flour Mill Community

- 74.4% of the structures are in poor condition.
- Extensive mixture of incompatible land uses.
- High incidence of fire damage.
- Widespread overcrowding.
- Many families are welfare cases.
- Junction Creek is unkempt, dirty, and has a blighting influence.
- Over 60% of residential buildings contain rented accommodation.
- Complete lack of open space and recreation facilities.
- Many traffic hazards

Neighbourhood 17 — Northern Heights

- Sound neighbourhood.
- Lack of sidewalks.

Neighbourhood 18 — Capreol Road

- Many buildings, 35.3% are structurally poor.
- Mixture of incompatible land uses along Capreol Road.
- Widespread overcrowding.
- Lack of essential services, such as sanitary sewers, paved roads, and storm sewers

Neighbourhoods 19, 20 and 21 — New Sudbury West

- Much overcrowding.
- Lack of paved roads and sidewalks.
- No sanitary or storm sewers.
- Mixture of incompatible land uses on Lasalle Boulevard.
- Lack of adequate playgrounds.
- Some structurally poor housing in the older section (9.7% in Neighbourhood 19 and 7.0% in Neighbourhood 20).

Neighbourhoods 22 and 23 — New Sudbury East

- Many poor structures in Neighbourhood 23 (31.8%).
- Varying degrees of overcrowding.
- High fire incidence in Neighbourhood 23 (San Francisco Area).
- Lack of essential services, such as sanitary and storm sewers, sidewalks.



Vulgar Advertising — Lorne Street



Hydro poles - the man-made forest — Bowland

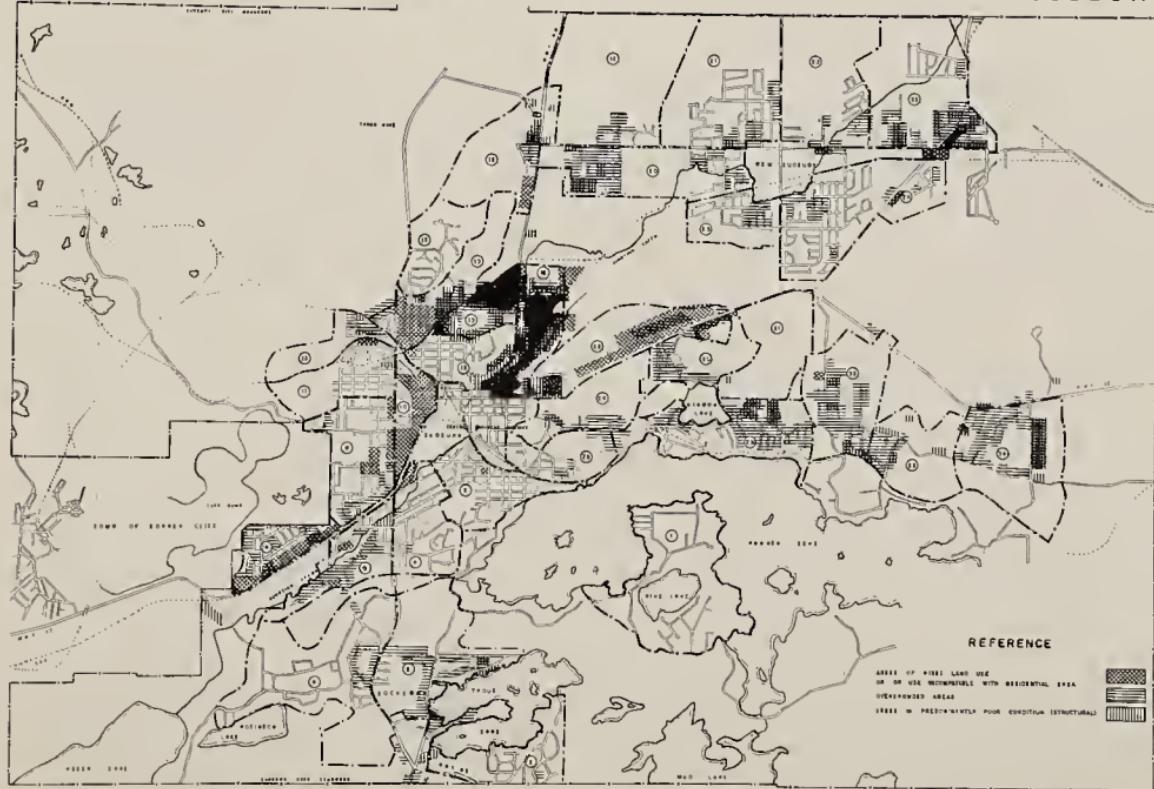


The Creek and its banks are a Repository for Garbage — Back of Mountain Street



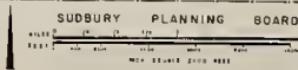
Traffic Signs Are Not Always Clear — Elm Street

SUDBURY URBAN RENEWAL STUDY CITY OF SUDBURY



1988 89-91
1989 89-90 89-91 90-91

CO-INCIDENCE OF BLIGHT CAUSE AND SYMPTOMS



Neighbourhoods 24 and 25 — Borrydowne

- Lack of essential services, such as sewers, paved roads or sidewalks.

Neighbourhoods 26, 27 and 28 — Howey-Kingsway

- Many structures in poor or very poor condition: 46.3% in Neighbourhood 26; 27.9% in Neighbourhood 27; and 15.9% in Neighbourhood 28.
- Extensive mixture of incompatible land uses especially in Area 26.
- High incidence of fire loss.
- Traffic hazards especially along Kingsway (Highway 17).
- Lack of storm and sanitary sewers and sidewalks throughout much of area.

Neighbourhoods 29, 30 and 31 — Minnow Lake West

- Many poor structures with 27.6% in Neighbourhood 29 and 23.3% in Neighbourhood 30 being poor or very poor condition.
- High incidence of fire loss.
- Need for sanitary and storm sewers and sidewalks.
- Widespread overcrowding.
- Need for improved road system.

Neighbourhoods 32, 33 and 34 — Minnow Lake East

- Over one-quarter of all structures in poor or very poor condition.
- Widespread overcrowding.
- Lack of sanitary and storm sewers.
- Lack of paved roads and sidewalks.
- Many undeveloped areas.

CHAPTER THREE

THE URBAN RENEWAL PROGRAMME

I. GENERAL

The foregoing chapters have indicated a number of problems and deficiencies existing in Sudbury. Some of these deficiencies are of such a nature that, even though efforts should be made to correct or eliminate them, they do not require immediate total action. They should generally be dealt with through the normal channels of public or private urban maintenance and improvement on the basis of an agreed-upon programme. Problems such as unpaved streets, inadequate parks, and off-street parking facilities for shops are of this order.

Other deficiencies, however, constitute a serious breakdown of the urban environment causing actual harm, loss, or extensive inconvenience to certain parts of the community. Dilapidated housing, lack of essential utilities and serious traffic hazards are examples of deficiencies in this category. Their effects are of such a nature that immediate physical action is imperative to prevent future deterioration of an already untenable situation.

The main deficiencies which were found to exist in Sudbury are:

- deteriorated and overcrowded housing;
- unsatisfactory building lot sizes;
- the existence of incompatible land uses in residential neighbourhoods;
- lack of adequate facilities such as parks, schools and shopping in certain neighbourhoods;
- the existence of unused land among built-up areas;
- commercial and industrial areas which do not perform their functions properly due to unsatisfactory location and services;
- lack of proper segregation of different types of traffic;
- numerous dangerous street intersections;
- insufficient off-street parking facilities;
- lack of proper water and sewage disposal facilities and adequately paved streets in certain areas;
- unsightly effects of mining and smelting;
- numerous factors which cause visual unattractiveness.

Housing deficiencies constitute the most pressing problem. The dwellings which are beyond economic improvement must be replaced; others must be repaired, and new dwellings must be added to the existing housing stock to eliminate overcrowding. In addition to improving the housing conditions, a simultaneous programme must be initiated to eliminate the original causes of blight and decay in order to prevent repetition of the need of such a programme in the near future. These actions should include the improvement of land use patterns, traffic, recreation, municipal services and so on.

The magnitude of the problem and the cost of improvement are such that only a carefully designed programme will enable the responsible authorities to effect adequate, equitable and rapid improvement within the financial capabilities of the community.

II. TYPES OF URBAN RENEWAL

An Urban Renewal programme for Sudbury must result in four different types of action.

Firstly, it must provide for the removal and replacement of existing development which is substandard and obsolete to such an extent that no other form of improvement will suffice.

Secondly, it must ensure the improvement, modernization and repair of development which has deteriorated or which for some other reason is judged inadequate by modern standards, but for which total redevelopment is not justified.

Thirdly, it must provide the means by which sound urban areas can be protected from blighting and deteriorating influences.

Fourthly, the Urban Renewal programme must contain provisions designed to eliminate or improve factors which prevent the proper functioning of any part of the urban area, or which stand in the way or prevent sound future development and expansion of the community. This refers to a programme of public works and municipal regulations based on a comprehensive assessment of existing conditions and future trends.

Plate 15 indicates the areas in the City to which the various types of action of the Urban Renewal programme should apply, as well as the areas which are available for new urban development. The redevelopment areas are located in Neighbourhoods 13, 14, 15 and 16 to the north of the Central Business District, and in Neighbourhood 6 in the Riverside Drive vicinity. The rehabilitation areas are spread throughout the City. However, the principal concentration of areas requiring rehabilitation occur in the area surrounding the Central Business District, in Gatchell, in Lockerby, in Minnow Lake area and, to a lesser degree, in New Sudbury. All the built-up areas not in need of redevelopment or rehabilitation should be subjected to a sound conservation programme to prevent the future penetration of blight.

The areas to be redeveloped are to be cleared of most existing residential development because of their deteriorated condition. Much of the existing commercial and industrial uses in the redevelopment areas should also be removed because they are in unsatisfactory condition and because they do not conform with the provisions of the Official Plan. The areas should be re-used for the purposes laid down in the Official Plan, that is to say for residential neighbourhood uses in the case of the areas located in Neighbourhoods 13, 14, 15 and 16, and for purposes connected with the throughway in the case of the area located in Neighbourhood 6.

For the areas which are to be rehabilitated, a comprehensive programme must be designed to ensure the improvement of private as well as public properties and facilities. The repair and modernization of structures, the removal of selected structures which are beyond improvement, the improvement of utilities, streets and other municipal facilities, and a general clean-up campaign can all be part of such a rehabilitation programme.

CONSERVATION



REHABILITATION



REDEVELOPMENT



PRESERVE GOOD NEIGHBOURHOODS.....
ENFORCE ZONING & BUILDING CODES.....
KEEP TRAFFIC FROM RESIDENTIAL STREETS.....
SUPPLY MUNICIPAL SERVICES AS AND
WHEN NEEDED.....

ROOT OUT INDIVIDUAL SLUMS.....
ENCOURAGE REPAIRS.....
USE ZONING AND BUILDING CODES
TO GUIDE NEIGHBOURHOOD CHANCES.....
PROVIDE NEEDED COMMUNITY FACILITIES
SUCH AS PLAYGROUNDS.....

CLEAR AWAY THE SLUMS.....
RE-USE THE LAND FOR ITS BEST
PURPOSE TODAY.....
RENOUNCE THE PEOPLE IN CONTROLLED
RENTAL HOUSING WITH DAYLIGHT
AND GREEN SPACE.....



URBAN RENEWAL IS A TOTAL PROGRAMME DESIGNED TO ELIMINATE
SLUMS AND PREVENT GOOD NEIGHBOURHOODS FROM BECOMING BLIGHTED.
URBAN RENEWAL APPLIES TO THE ENTIRE CITY, GOOD AREAS AND BAD; IT MUST BE
PERPETUAL TO KEEP OUR CITIES UP TO DATE AND SUITED TO OUR EVER CHANGING
NEEDS. ALL AVAILABLE PUBLIC AND PRIVATE RESOURCES MUST BE USED TOWARDS THE
GOAL OF A MORE EFFICIENT, SATISFYING AND BEAUTIFUL CITY.....URBAN RENEWAL
IS AN INTEGRAL PART OF THE CITY PLANNING PROGRAMME.

THE THREE BASIC FORMS OF RENEWAL ACTION



Bond Street



Housing in the Northern Old City — Myles Street

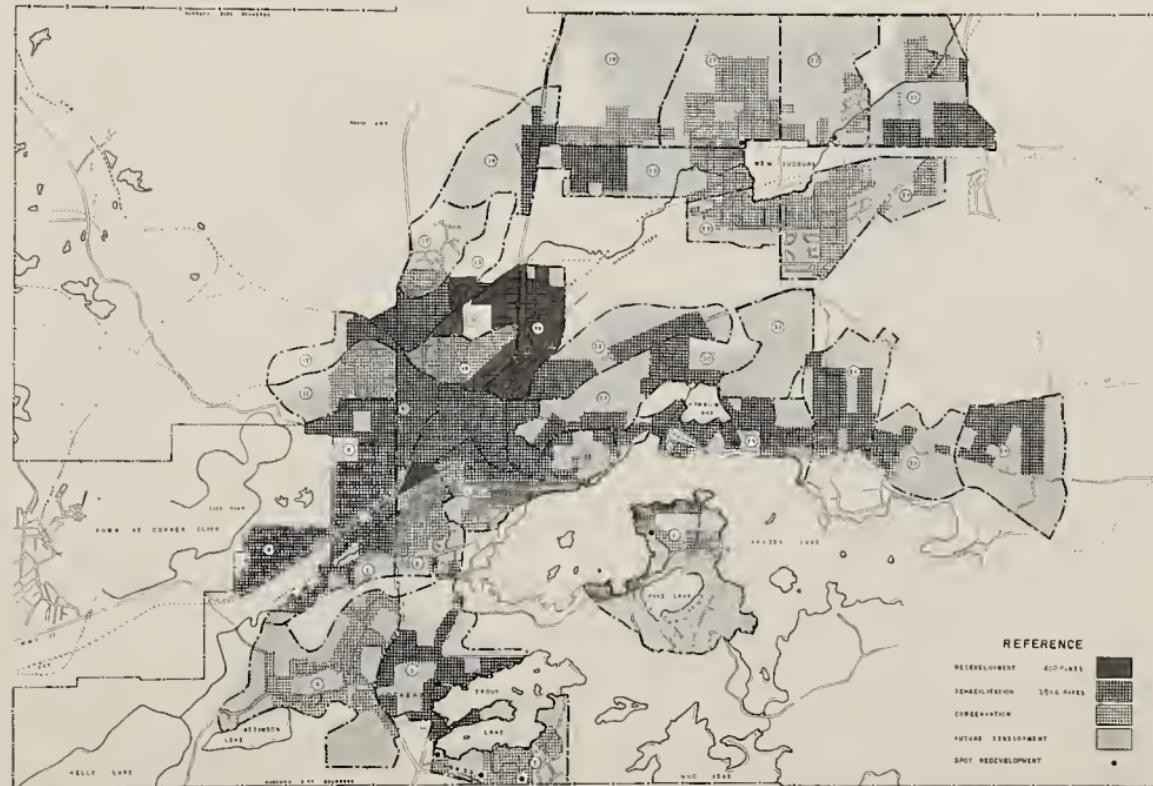


Leslie Street

SUDBURY URBAN RENEWAL

STUDY

CITY OF SUDBURY



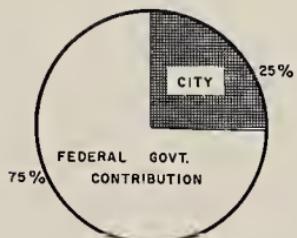
RENEWAL & FUTURE DEVELOPMENT AREAS

SUDBURY PLANNING BOARD

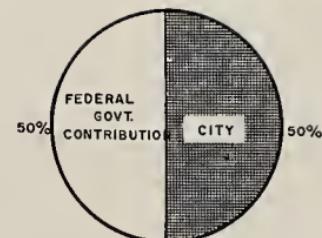


AWF+ ECAE
ECAE ECAE ECAE 000 +CCE

I. COSTS FOR STUDIES & PLANNING

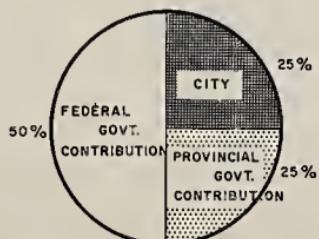


AN URBAN RENEWAL STUDY

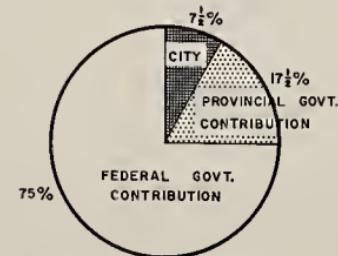


REDEVELOPMENT STUDIES & PLANS

2. COSTS FOR REDEVELOPMENT



ACQUIRING & CLEARING LAND



RENTAL HOUSING

ECONOMIC ASSISTANCE AVAILABLE FOR RENEWAL

The primary objectives for the conservation areas are to protect them from the blighting and deteriorating influences of improper urban development. The principal tools are the strict enforcement of building and zoning by-laws and the implementation of the provisions of the Official Plan, in respect to such factors as the segregation of different types of traffic, the separation of mutually incompatible land uses, and the provision of sound community facilities. In addition, a conservation programme should include the adoption and enforcement of regulations regarding minimum occupancy and maintenance standards for residential properties.

The redevelopment, rehabilitation and conservation recommendations generally refer to entire areas, consisting of a number of City blocks. These areas should be specifically outlined and designated by Council and subsequently subjected to the appropriate actions described by the Urban Renewal programme. In view of the magnitude of the renewal requirements, the programme should be divided into a number of stages to be determined by priority before the next stage is begun.

In addition to the areas in need of redevelopment, rehabilitation and conservation in their entirety, there are those in which are to be found certain deficiencies which are individual and isolated problems. Examples of these problems are dangerous street intersections, isolated cases of improper land use, shack dwellings amongst otherwise sound residential properties, areas with insufficient municipal services, and such visual deficiencies as unattractive street furniture and car wrecks. Where the improvement of these problems is not provided for in one of the redevelopment, rehabilitation or conservation recommendations, they must be dealt with separately. This may be accomplished by including the applicable items in the City's capital works programme, and by the adoption and/or enforcement of appropriate by-laws.

III. FEDERAL AND PROVINCIAL ASSISTANCE PROGRAMMES

In recognition of the great expense involved in Urban Renewal programmes, the Federal and Provincial governments have enacted legislation offering financial assistance to any municipality wishing to improve its communities. These contributions are made in respect to the preparation of Urban Renewal studies, the acquisition, clearance and reuse of blighted areas, and the provision of rental housing and residential land.

A) Federal Assistance

Federal Urban Renewal assistance is extended under the provisions of the National Housing Act of 1954. The programme is administered by the Minister of Public Works through the Central Mortgage and Housing Corporation.

Section 23 of the National Housing Act allows the Minister to contribute 50% of the cost of acquisition and clearance of substandard urban areas for purposes of replanning, rehabilitation or modernization. Such a contribution will only be made provided a substantial part of the area is, or after redevelopment, will be used for residential purposes and provided that the area will be redeveloped in accordance with the Official Plan.

Section 36 of the Act allows the Federal Minister to enter into an agreement with the Provincial Government to form a partnership for the purpose of constructing low-rental housing, or for the purpose of assembling, servicing and selling residential lots at cost.

Section 33 of the Act allows the Minister to make contributions towards the cost of preparing Urban Renewal studies, either of the whole or part of the community. This section also provides for a variety of contributions to conduct research projects, tests, experiments and so on in relation to various aspects of Urban Renewal, planning and housing.

B) Provincial Assistance

Provincial legislation in Ontario in connection with Urban Renewal is contained in Section 20 of the Planning Act. This section allows municipalities to designate redevelopment areas, within which they may acquire and clear land and prepare it for future use according to a redevelopment plan, after such a plan is approved by the Minister and the Municipal Board.

The Provincial Government will contribute up to 25% of the cost of acquisition and clearance of land in an approved redevelopment area and according to a redevelopment plan. Added to the Federal contribution of 50% of the cost of such projects, this leaves a remainder of 25% to be borne by the municipality.

The Provincial government also participates in the provision of low-rental housing and serviced residential land for sale by contributing 17½% of the total cost of projects. The Federal Government contributes another 75%, leaving 7½% to be borne by the municipality.

In 1952, the Provincial Government announced Ontario's Twelve-Point Housing Programme. This programme consists of policy statements and proposals aimed at a more effective means of providing lower-income families with good housing. The programme includes plans to increase the supply of subsidized rental housing units, serviced residential land, and use of existing dwellings and apartments to house low-income families, a greater supply of limited dividend housing, and assistance to cooperative housing schemes. The Province will also guarantee loans to rehabilitate existing housing and will provide research grants to study various subjects related to housing.

IV. SOCIAL AND ECONOMIC ASPECTS OF URBAN RENEWAL

Although Urban Renewal is for the most part concerned with the physical well-being of the community and is expressed mainly in terms of housing, its undertaking involves many ramifications of an economic and social nature.

It has long been recognized that deteriorated or slum areas of the community represent not only an eyesore but a financial liability as well. These areas are noted for proportionately greater incidences of health and welfare problems, fires, delinquency and crime. As such, they represent a higher cost of upkeep for the community as a whole. Yet because of the poor condition of the structures, these areas produce a lower assessment value and hence a lower tax return. As a result, they represent deficit areas to the financial well-being of the community.

In addition to financial implications, there are many humane values to consider. The depressing and degrading atmosphere of deteriorated dwellings does much to discourage the interest of the residents in their neighbourhood. They feel that there exists little hope for improvement and the only prospect open to them is to escape to some other and better section, if possible.

From the studies described on the next pages, it is apparent that residents of a deteriorated area are not oblivious to their plight and that in many cases they are certainly not resigned to it. Their ability to cope with the problem, however, appears to many to be insublime and the only answer appears to be to move from the district. For many, however, this move is beyond their financial means and for this reason the need for some form of public assistance remains as a single hope.

The effect of such community aid would be to brighten the prospects for each of the residents. It is important, however, to recognize that the aid should be directed to those people presently living in the redevelopment area. To clear an area and rebuild it with housing beyond the financial capacity of the existing population will certainly solve the existing conditions of blight; but in the long run it will force the majority of the people to transfer their difficulties to some other district, thereby raising the problem once again. Consequently, Urban Renewal and its actions must be tailored to conditions as they exist and to the population which it is to serve. Renewal in itself is an academic problem; its success depends solely on the final accomplishments in living neighbourhoods.

V. CLEARANCE AND REDEVELOPMENT — STAGE ONE

As has been pointed out in a previous section of the report, the existing conditions in an area to the north of the Central Business District, consisting of parts of Neighbourhoods 13 to 16 are such that it should be substantially cleared and redeveloped (See Plate 15). It is recommended that the part of the area known as the Borgia Area (See Plate 16) be selected as Stage One for the clearance and redevelopment programme. That is to say, all the properties in this area should be cleared and subsequently rebuilt according to an approved redevelopment plan, in conformity with Amendment No. 1 of the Official Plan of Sudbury.

A) Existing Conditions in the Borgia Area

Following is a detailed description of the existing conditions in the Borgia Area, carried out by actual site survey and sample survey. The latter was adopted for various reasons, especially for economy inspection effort. Within an area changes frequently occur and before the scheme is implemented, the data is outdated. A properly carried out random survey and study reveals quite accurate and valuable information.

All of the studies were designed to explore the question of whether the area has the necessary prerequisites for successful treatment as redevelopment area. The random survey deals with information concerning the people, their attitude towards housing and neighbourhood, now and in the future, civic and social participation in the life of the neighbourhood. Some questions were designed for the purpose of determining the preferences and financial capability of the families.

The social study called "Housing Study of Borgia Area" was carried out by Laurentian University under the direction of the Chairman of the Sociology Department. The sampling ratio was 27% of the total number of families, which is considered an excellent sociological sample for the size of the community. The following items described below, were either partially

or fully analyzed and concluded from the study: population characteristics and occupation or employment (partially house to house survey), income and length of residence, attitudes towards neighbourhood and housing counselling.

Analysis of all these conditions described below and comparison with similar factors prevailing elsewhere in the City has led to the conclusion that public acquisition and clearance of the area and subsequent disposal of the cleared land for rebuilding according to a master plan is the only practical means of improvement. It is considered that failure to do so will result in the permanent retention of a seriously blighted area in the centre of Sudbury, which will hamper sound future development.

1. Location

The Borgia area borders upon and lies directly north of the Central Business District of Sudbury. It is bounded on the west by Lisgar and Ignatius Streets and on the east by Junchon Creek. Elm Street (Highway 17) marks the southern boundary. The northern limits are clearly marked by a rock ridge which has prevented development from crossing it (Plate 16).

2. Existing Factors of Blight

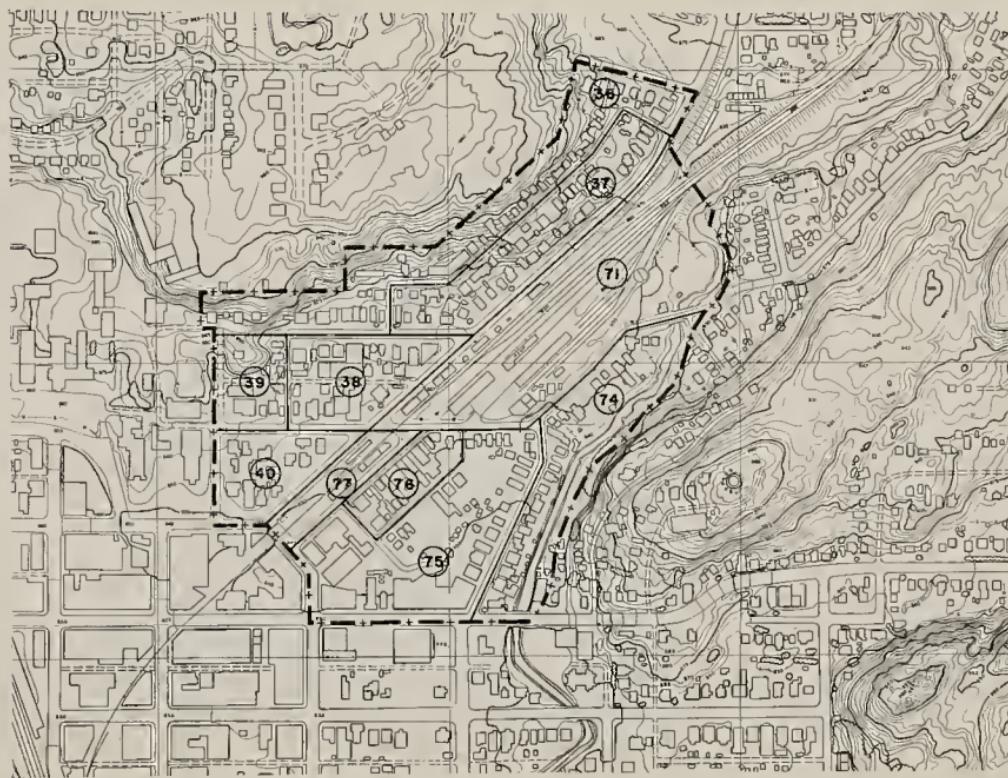
I. Condition of Buildings: Table 11 shows the exterior condition of all structures in the Study area. It can be seen that 213 or 82.0% are in poor or very poor condition and in need of replacement. One-third of all buildings in the Study area are assessed under \$3,000 in value. It was found that 140 out of a total of 174 lots do not keep yards in proper condition.

II. Land Use: In addition to the poor structural quality of most buildings, the areas have an extensive mixture of incompatible land uses; this is shown in Table 12. It is to be noted that residential uses occupy one-third of the land acreage while industrial uses occupy about one-quarter. The bulk of the industrial uses is made up of the railway yards which bisect part of the area. For the most part, however, it is the conversion of residential buildings for uses for which they were never intended, such as flats and boarding houses, which has contributed much to the deterioration.

III. House Types and Type of Construction: There are various forms of housing in the Borgia area, ranging from single family detached dwellings to row housing (Table 13). It is significant that 34 buildings (17%) contain some basement accommodation. The study revealed that the two or multi-family types in 133 structures were achieved through conversion, expansion of detached or duplex house, process of grafting on two or more rooms to a building or the partitioning of a basement to accommodate another family. The majority of the converted dwellings are in poor or very poor condition. Table 15 shows the predominance of the frame house type of construction. 76 of the structures are of wood construction and only 22 of solid inflammable material. Inside the structures, the numerous examples of sagging floors, leaking roofs, deteriorating walls and other factors indicate the structural inadequacy of many buildings.

SUDBURY URBAN RENEWAL STUDY

BORGIA STUDY AREA



BOUNDARY AND BLOCK DIVISIONS

SUDBURY PLANNING BOARD
SCALE IN FEET

SUDSBURY URBAN RENEWAL STUDY

BORGIA STUDY AREA

REFERENCE



RESIDENTIAL



HOTELS



COMMERCIAL



OFFICES AND BANKS



PUBLIC BUILDINGS AND
PLACES OF ASSEMBLY



INDUSTRIAL AND WAREHOUSES
STORAGE, ETC.



RAILWAY STATION



PARKING AREAS



CREEK



STUDY AREA BOUNDARY



AREA SCALE
ONE QUARTER MILE
ONE QUARTER KILOMETER

EXISTING USE OF BUILDINGS

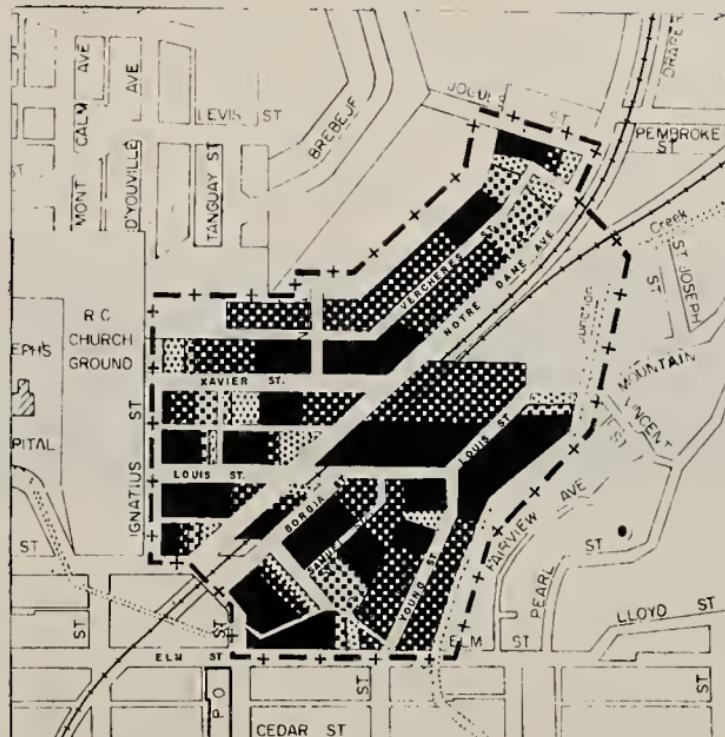
SOURCE: 1960 FIELD SURVEY

SUDSBURY PLANNING BOARD

200 400 600 800 1000
SCALE 1: 64000

SUDSBURY URBAN RENEWAL STUDY

BORGIA STUDY AREA



AREA SCALE
ONE SQUARE EQUALS
ONE QUARTER ACRE

CONDITION OF BUILDINGS

SOURCE: FIELD SURVEY 1950

0 100 200 300 400 500 600

SCALE IN FEET

REFERENCE

PERCENTAGES OF BUILDINGS IN
THE FOLLOWING CATEGORIES ARE
SHOWN FOR EACH STREET BLOCK.

VERY POOR



POOR



FAIR



GOOD



BORGIA STUDY AREA +—+

BASED ON DETAIL SURVEY OF
EXTERIOR CONDITION OF BUILDINGS,
USING SYSTEM OF PENALTY POINTS
FOR MAJOR DEFICIENCIES...

N



The Borgia Area -- A Panorama



Part of the Borgia Area



Mountain Street



Young Street



Xavier Street

TABLE XI

EXTERIOR CONDITION OF STRUCTURES — REDEVELOPMENT AREA I
SUDBURY, 1960

CONDITION	STRUCTURES	PER CENT
Good	23	8.8
Fair	24	9.2
Poor	112	43.2
Very Poor	101	38.8
TOTAL	260	100.0

Source: Urban Renewal Study

TABLE XII
LAND USE — REDEVELOPMENT AREA I
SUDBURY, 1960

LAND USE GROUP	ACREAGE	PER CENT
Residential	13.64	33.2
Mixed Residential	2.67	6.5
Commercial and Office	1.29	3.1
Industrial	10.07	24.5
Institutional	0.92	2.2
Roads	11.48	27.9
Parking	0.25	0.6
Vacant	0.81	2.0
TOTAL	41.3	100.0

Source: Urban Renewal Study

TABLE XIII
RESIDENTIAL BUILDINGS BY TYPE — REDEVELOPMENT AREA I
SUDBURY, 1960

TYPE	NUMBER	PER CENT
Single Family	52	26.5
Two Family	34	17.4
Multiple Family	70	35.7
Row Houses	4	2.0
Rooming House and Multiple Family with Rooms	34	17.3
Hotels	2	1.0
TOTAL	196	100.0

Source: Urban Renewal Study

TABLE XIV
DWELLING UNITS BY BUILDING TYPE — REDEVELOPMENT AREA I
SUDBURY, 1960

BUILDING TYPE	DWELLING UNITS	PER CENT
Single Family	52	8.8
Two Family	68	11.5
Multiple Family and Rooming Houses	436	73.6
Row Houses	36	6.1
TOTAL	592	100.0

Source: Urban Renewal Study

TABLE XV
EXISTING TYPES OF CONSTRUCTION — REDEVELOPMENT AREA I
1962

TYPE	NUMBER	PER CENT
Frame	76	29.2
Frame and brick	121	46.8
Frame and stucco	41	15.4
Concrete Block	19	7.3
Brick	2	0.9
Stone	1	0.4
TOTAL	260	100.0

Source: Urban Renewal Study

TABLE XVI
HOUSEHOLDS BY OCCUPANCY RATES — REDEVELOPMENT AREA I
1962

OCCUPANCY	NUMBER OF HOUSEHOLDS	PER CENT
Under 0.85	262	45.2
0.85 - 1.00	144	24.9
1.01 - 1.15	3	0.5
1.16 - over	170	29.4
TOTAL	579	100.0

Source: Urban Renewal Study

IV. Density: The Borgia Area has one of the highest indices of population density in all Sudbury; it averages 36.5 dwellings per net acre. In view of the many existing one and two-family structures in the area, this density must be considered to be more than twice the acceptable average. Table 16 shows that over 260 households or 45% have an occupancy rate not exceeding 0.85 persons per room. On the other hand, 173 households are overcrowded. This was especially true in the case of rented dwelling units and in almost every block there was a sufficient number of them.

V. Municipal Services: The entire Borgia area is serviced with gas, electricity, water and sewer facilities. The survey of the study area, however, did not undertake to ascertain how these services are utilized in each dwelling unit, i.e. whether washrooms, heating or cooking facilities are distributed in such a manner so that each household has proper and convenient use of them. The Laurentian Housing Study, however, revealed that 32% of the households are without bathtubs, or share them, and 24% are without proper water closets and kitchen facilities.

Availability of services is a pre-requisite for proper urban development but careful and proper distribution of them to the population is of equal importance. Study shows that the existing services of water and sewer will be sufficient to cater to the need of the area after redevelopment, even to the extent of 160 rooms per acre.

VI. Fire Protection and Welfare: The incidence of fires in the Borgia area is one of the highest in all Sudbury, having a ratio of one fire to every 2.5 buildings over the past five years. In part, these losses are due to the varying land uses which showed a greater concentration of fires. In other cases, however, cause can be found in individual heating units used in individual dwellings. This is exemplified in the case of two residential buildings which have been the scene of more than five fires.

A total of 140 welfare recipients lived in the Borgia area in 1960. This represents 14.5 per cent of all welfare recipients in Sudbury in an area containing only 2.8 per cent of the City's population. The greatest number of these recipients were elderly single men residing in rooming houses, classified as being in poor or very poor condition.

VII. Community Facilities: There is no existing organized open space in the Study area. The rock outcrops do provide some relief especially for children but they are not suitable for all types of recreation. The one school within the area is a parochial all girls' school, St. Joseph's Convent, and draws pupils from all parts of the City. Most children in the Study area, therefore, must cross busy streets to reach schools situated outside the area. In some cases, this is Elm Street (Highway 17), one of the City's main thoroughfares.

VIII. Property Values: In this Study, the records and materials of the Assessment Department were used. It was found that within the Study area, the total assessed value of land amounts to \$644,000.00, improvement, \$1,612,000.00 making a total of \$2,256,000.00. About 32% of the buildings are assessed under \$3,000.00 and the majority of them are in very poor condition. On 89 lots or about 40% of the total number of lots, the assessed values of the land are below \$1,000.00.

Table 17 shows the ratio between the sum of value of improvements and of land over a floor area. This method of presentation was considered due to the fact that lot sizes in the Study area vary. Some of them include land totally unsuitable due to steep topography. The table supports the general conclusion drawn from previous studies, namely: the area is of low relative values of properties, which corresponds to very poor conditions often associated with blight. Low value would make the redevelopment more economically feasible and from City tax income point of view quite desirable.

Values are considerably lower to the north of Louis Street and in between Borgia and Yonge Street (Samuel Street) and along Vercheres. The reasons for the low values are many. Also the anomaly of assessment policy has to be taken into account. The assessment is immediately raised following any home improvements so the system furthers deterioration and works against good maintenance.

TABLE XVII

Block No.	Land Value in 000 \$	Improv. Building in 000 \$	Total Value in 000 \$	Land (Acres)	Floor Area in 000 Sq. Ft.	Assessment Value in Sq. Ft. of Floor
36	32	187	220	4.68	81	\$2.32
37	38	149	186	3.20	63	2.36
38	59	163	223	2.18	73	2.23
39	13	78	90	1.15	16	4.78
40	57	95	152	1.43	26	3.58
71	31	33	64	9.12	20	1.63
74	44	168	212	2.95	75	2.23
75	232	563	815	5.62	134	4.20
76	101	160	261	1.13	74	2.17
77	18	14	32	1.11	8	1.80
—	645	1,610	2,255	32.57	570	\$2.73
						Aver.

Source: City of Sudbury & Urban Renewal Study, 1962.

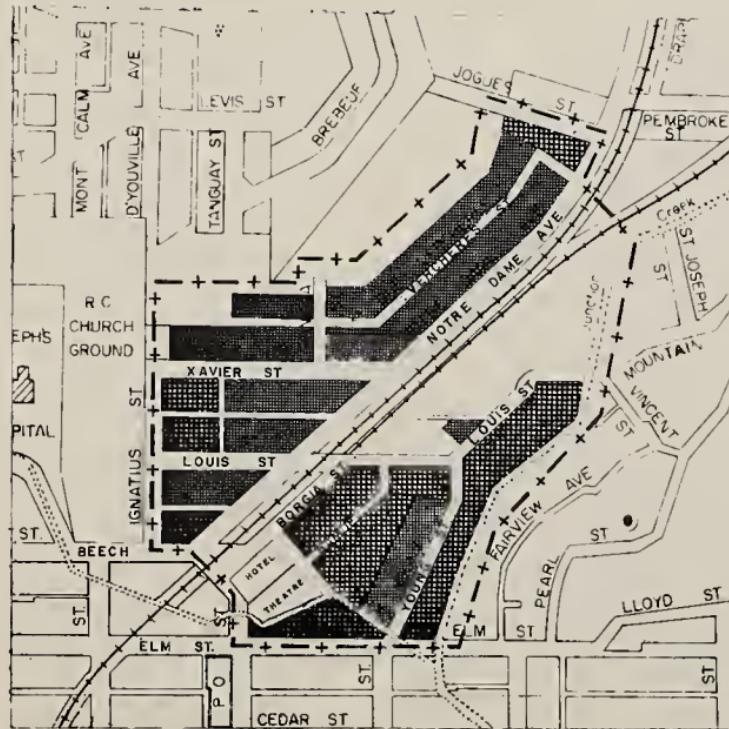
3. Population Characteristics

1. Size: In 1962, 2,157 persons were living in 579 households with an average of 3.8 persons per household. In 102 of the households, there were 236 roomers or boarders. The majority of the people (65%) were living in multiple family houses, apartments, row houses, flats, etc., and only 288 (13%) lived in single family houses. The owner-occupant, however, has a higher ratio living in single homes.

The average size of the family in this area (3.6) is lower than the average for the rest of Sudbury. There are, of course, a considerable number of large families (7% with more than 6 children), but they are more than offset by the number of single persons and couples having no children. Table 18 reveals a higher ratio for old aged persons in comparison to the rest of the City and a lower ratio for the age group from 0 to 18. The average age of the head of the family is 41.2 years.

SUDBURY URBAN RENEWAL STUDY

BORGIA STUDY AREA



REFERENCE

PERCENTAGE OF RESIDENTIAL BUILDINGS PER
STREET BLOCK WHERE NUMBER OF PERSONS
EXCEEDS NUMBER OF HABITABLE ROOMS

UNDER 25 %



25 % TO 50 %



OVER 50 %



BORGIA STUDY AREA



OVERCROWDING IS GENERALLY DEEMED TO
EXIST WHERE THERE IS AN OCCUPANCY
RATE OF ONE OR MORE PERSONS PER
ROOM ...



AREA SCALE
ONE SQUARE EQUALS
ONE QUARTER ACRE

OVERCROWDING

SOURCE: ASSESSMENT DEPT

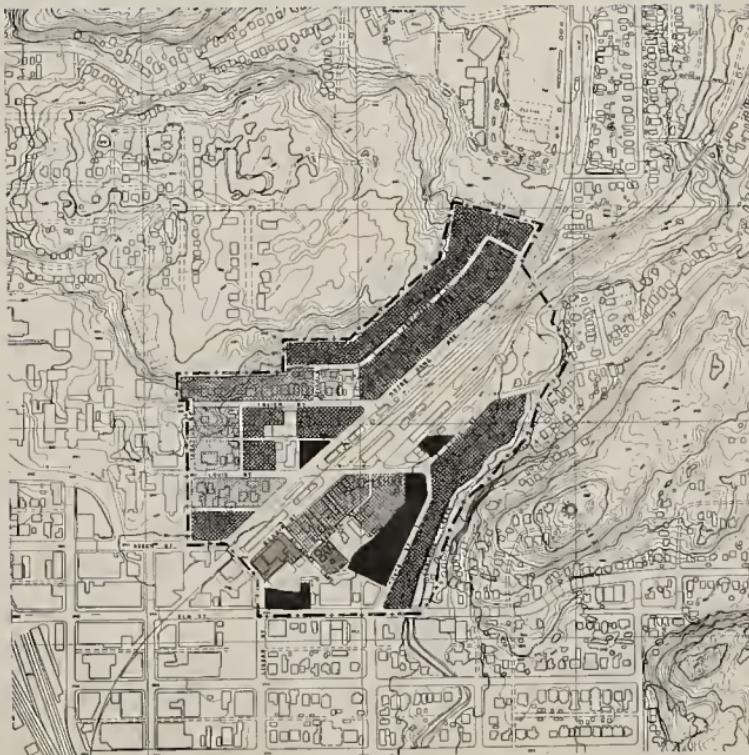
0 100 200 300 400 500 600 700

SCALE IN FEET

SUDBURY URBAN RENEWAL STUDY

BORGIA STUDY AREA

REFERENCE



PERSONS PER
NET ACRE

UNDER 60



60 - 89



90 - 119



120 - 149



150 AND OVER



STUDY AREA BOUNDARY + - +

IN A MODERN HOUSING AREA WITH ROUGHLY EQUAL
PROPORTIONS OF HOUSES AND APARTMENTS AND PROPER
DAYLIGHT, SPACE AROUND BUILDINGS ETC THE NET DENSITY
WOULD BE ABOUT 60 PERSONS PER ACRE.



AREA SCALE
SIXTY SQUARE FEET
ONE ACERTE NINE

NET POPULATION DENSITY

SOURCE 1960 ASSESSMENT RECORDS



II. Occupation-Employment: The educational achievement of the heads of households distributed itself in the following manner. 38% had less than a grade eight education; 30% had some form of secondary education; and 4% had some kind of formal education beyond high school. The male population achieved lower education than the females, and the tenants had a higher educational achievement level than the owner-occupants. The majority of the working force in this area are engaged in unskilled or semi-skilled work (87%). The rest hold clerical, professional and managerial positions. The number of unemployed in the working force varies seasonally from 2% to 15%, and the majority of them are unemployed for more than five (5) months.

III. Income-Rents: The owner heads have higher salary average, \$4,667 per annum, than the renters, \$4,050 per annum. However, the amounts in a number of cases in both groups were built up through salaries of other family members, rents, pensions and other sources of income. The table reveals that 50% of the earning heads of households are in the bracket below \$4,000 per annum.

In this area, 21% of the families own the house in which they live and 79% are renting. Of the latter, it is calculated that 27% live in owner-occupied buildings and the remaining live in houses owned by absentee landlords. The average rent amounts to \$58.00 per month and 75% fall into the group of \$50.00 to \$89.00 per month. The average size of the dwelling is 4 rooms, of which only 2 are used for sleeping. Absentee-owners take in more rents from their properties than owner-occupants. It must be noted that 29% pay less than \$60.00 per month, a rental which is the minimum for economical houses presently provided on the market. It was interesting to notice that approximately one-third of the tenants were interested in purchasing a home in the next ten years. The lack of capital or of sufficient income was given by 63% of the tenants as a reason for not buying or building their own houses. The impression gained from the survey indicates unpopularity of rented accommodation; this does not imply dislike of tenancy as such. The aspects were shown by insecurity of tenure, fear of higher rent and dissatisfaction with the accommodations due to poor state of repair. It seems the desire is for a new modern house of their own.

IV. Length of Residence: There is considerable mobility among tenants. The answers indicate that the average frequency of moving within the past three years is two moves per family, of these moves, 46% were within the neighbourhoods 15, 16 and in the Study area. Those within the Study area only amounted to one-fourth of all. Owner-occupants on the average reside at their present address for a longer period. In fact, one-fourth stayed longer than 10 years while one-tenth of the tenants stayed longer than ten years. Most of the residents appear to appreciate the advantages offered by the proximity of this area to Churches, stores, schools, work, entertainment and other services available in the downtown area, but the general consensus is one of dissatisfaction regarding the physical aspects of their immediate neighbourhoods. During discussion, it came out that a number of people advised their friends to look elsewhere for a home because of the poor condition of the houses in this area. The same fact is also indicated by 75% of the respondents who would build a home but in an area other than the one under study because the physical appearance of this is not compensated by the proximity of services.

TABLE XVII
PERCENTAGE DISTRIBUTION OF AGE GROUPS - 1962
REDEVELOPMENT AREA 1

	AGE GROUP	TOTAL		
Redevelopment	0-5	6-18	19-65	65 & over
	11.7	23.4	57.7	7.2
Other Redevelopment Areas	17.0	26.9	52.6	3.5
Entire City	14.7	26.0	56.1	3.2

Source: Urban Renewal Study

TABLE XIX
PERCENTAGE DISTRIBUTION OF INCOME - 1962
REDEVELOPMENT AREA 1

0 - 2,000	9.5
2,000 - 3,000	9.5
3,000 - 4,000	31.0
4,000 - 5,000	31.0
5,000 - 7,500	14.9
7,500 - 10,000	1.4
10,000 - 15,000	2.7
Over 15,000	—
	100.0

Average annual income of owners - \$4,667.00
Average annual income of renters - \$4,050.00
D.B.S. Census 1961 - wage and
salary per family - \$4,741.00

Source: Urban Renewal Laurentian Housing Study

TABLE XX
DISTRIBUTION OF MONTHLY RENTS — REDEVELOPMENT AREA 1
1962

MONTHLY RENT	NUMBER OF HOUSEHOLDS	PER CENT
\$10 - 29	5	1
\$30 - 59	129	28
\$60 - 69	111	24
\$70 - 79	105	23
\$80 - 99	87	19
\$100 - 119	18	4
\$120 and over	4	1
TOTAL	459	100

Source: Urban Renewal Study

TABLE XXI

**RATIO LENGTH OF RESIDENCE AT PRESENT ADDRESS
BY OWNING & RENTING HOUSEHOLDS**
REDEVELOPMENT AREA I - 1962

Length of Residence Years	No. of Respondents		Total
	Owner	Tenant	
1	8	32	40
2-3	6	30	36
4-6	3	13	16
7-9	7	8	15
10 and over	9	11	20

Source: Housing Study Laurentian University

V. Attitudes Toward the Neighbourhood: In trying to establish the attitudes of the residents towards their present housing facilities, the answers to all the questions have been taken into account. The tenants, the absentee-owners and also the owner-occupants for the most part hold converging attitudes about the physical aspects of the study area. The demand appears to be for the replacement of all structures in the neighbourhood by modern apartment buildings at low rentals suitable for families with children. Tenants are looking to some official agency to provide housing facilities at low rents. Owners would like to see spot redevelopment.

Playground facilities are in great demand. Parking facilities, they consider useful but not essential as only 46% of the tenants own a car, compared to 75% of the home owners. The attitude of the owner-occupant seems that he is aware of the neighbourhood because of personal environment and sound sense of personal responsibility by ownership of a physical component of the neighbourhood. There is dissatisfaction with the size of accommodation, rents, poor inside facilities, availability of parks and playgrounds, and appearance of the area.

The most valuable indication of the residents' attitude is found in their answers at the end of the questionnaire. There, they express their opinions on the action to be taken to improve housing conditions in Sudbury and in their own neighbourhoods. Their comments have been reproduced in Appendix "B".

VI. Housing Counselling, Social and Civic Participation: It is interesting to note that the majority of the respondents (64) indicated that there should be a counselling with reference to housing and money. Those who said "no" were only three, so there are many who feel the need for such a service. Today, the housing problems are discussed with parents, friends, neighbours and welfare agencies. From the answers there was also indication that the respondent did not try to get into a group to do something about the neighbourhood. This would indicate that although the respondents do, to some degree, identify themselves with the neighbourhood, they do not have any organization through which they would work to do something about that specific problem. The majority of the people who answered belong to a Church and some were members of religious affiliated organizations. Only a few belonged to a social club or were members of P.T.A. groups. All the above indicates that the people in the Study area value privacy highly.

Regarding co-operative participation in a housing project, 68% of the tenants would like to have more information about the concept of co-op, and 40% claim they would participate in a co-op venture if it were started. It appears that there are 150 families in the Borgio Study area that would participate in a co-op housing venture. The figure is close to that of the Credit Union or Caisse Populaire membership (34% or roughly 175 families). It is hoped that these statistics will prove encouraging to the organizers of co-operative ventures in this district.

VII. Attitudes Towards Re-housing: As a direct corollary of the attitudes towards present housing, we can deduce the attitudes towards alternate housing. Unless this district is redeveloped, and its appearance improved, residents will tend to migrate from it as the opportunity presents itself. This condition exists at present, and is exemplified by the fluidity of the tenant population, which appears to be turning over every 18 months. Redevelopment of this area would stabilize the community, as its proximity to town services makes this locality very attractive for residential purposes.

Alternative housing should consist of apartment buildings within this same area. If these apartments were available at low rents, the chances are they would be occupied by the present residents of the area. If the rents were high, new and wealthier residents would tend to move in, displacing the present tenants, who would gravitate towards other low rent areas. This would in no way solve the housing problem, but merely relocate it.

B. REDEVELOPMENT RECOMMENDATIONS IN THE BORGIA AREA

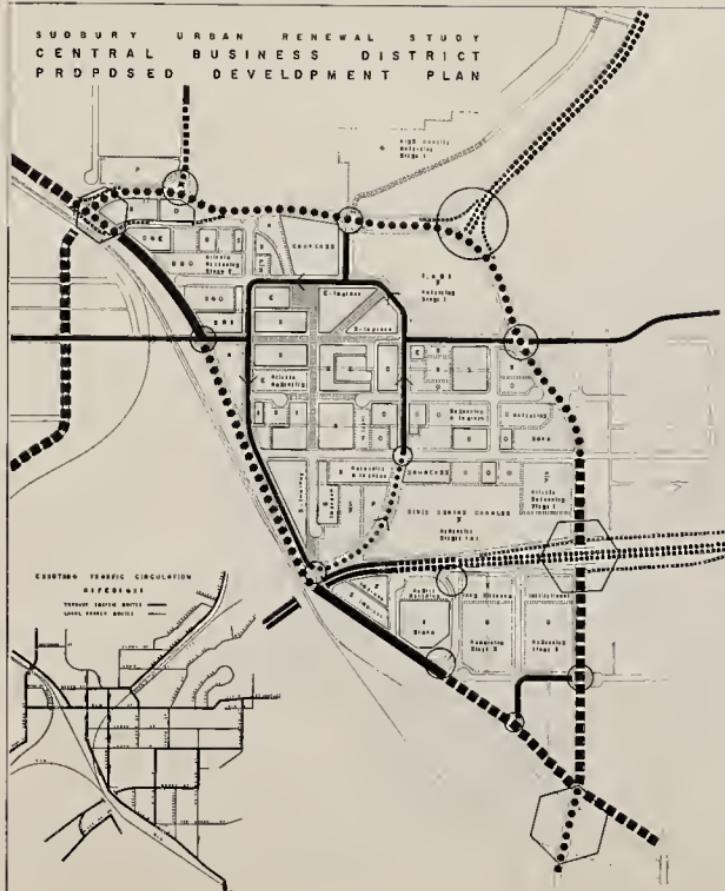
In view of the existing conditions which discourage good maintenance of the individual houses, it is recommended that steps be taken to cause the total clearance and redevelopment of the Borgio area. It is considered to be impractical to expect such clearance and redevelopment to be accomplished by any agency other than the City of Sudbury, with the financial participation of the Provincial and Federal Governments.

The study described above reveals the physical and social structure of the area. The conditions which were produced by gradual erosion of the neighbourhood, through the intrusion of incompatible land uses, the fragmentation of once not too bad residences, the resultant lack of maintenance throughout the area and many other factors, are the basis for the recommendation. There are other reasons: the Borgio area is sufficient in size to create improvement which will have far reaching effects on the Downtown area; improvement to Junction Creek and its utilization will aid in the beautification of the City; it will provide the necessary parking space and better housing for the people who still wish to live in the area. Any improvement to the Borgio area may spark private redevelopment outside the neighbourhood. In the first Official Plan of the City of Sudbury approved in 1958, parts of the section were recommended for redevelopment; since that time no significant private redevelopment has taken place despite the commercial zoning up to Xavier Street. The size and enclosure by topography makes the area an unifying whole.

1. Proposals for the Redevelopment Study area

Plate 21 shows Urban Renewal Development plan for the Central Business area and for the Borgio area. The railway yards have been eliminated because of the removal of the station to New Sudbury.

SUDSBURY URBAN RENEWAL STUDY
CENTRAL BUSINESS DISTRICT
PROPOSED DEVELOPMENT PLAN



BORGIA AREA REDEVELOPMENT



The proposal for the Borgia area may be described as follows: A growing trend for the erection of apartments close to work, stores and entertainment has been proven to be a sound movement. It was indicated by the respondents to the Laurentian University housing study that they would like to live in the area if provided with accommodation in apartments or duplexes in which the rent is consistent with the income for the lower and lower middle income group. The erection of three apartment buildings north of the study area on Jourges Street and the number of applicants for occupancy is encouraging.

The recommended design for the redevelopment should include relatively intensive residential development north of Louis Street (proposed ring road), and west from Notre Dame. The scheme should be of design to ensure friendliness and privacy as the people indicated they desired. South of said residential area, the erection of a two-level commercial pedestrian mall, with a market below the ground, is proposed. The landscape on the easterly side from Notre Dame and the proposed ring road, along Junction Creek, is to be improved and treated as a park and should extend to Pembroke Street where playgrounds are to be provided.

The intensity of the residential area should be in the amount of 80 to 120 persons per acre. This density will balance the facilities which can be economically provided by the City or the existing one should not be overtaxed and least interference with the existing underground service. The building height is to be limited to ten storeys, so that the view from Brebeuf Avenue will not be closed. The By-law minimum set-backs or better should be provided and apartment sizes should be consistent with the average and lower income groups. The density would accommodate 2,500 persons without exceeding the use of one-third of the land for parking. The area is provided with schools and other services. However, it is recommended that the proposed design should provide a better accessibility than the present one. It should include a school, playground and neighbourhood centre. All the streets that would tend to bring through traffic should be eliminated and Notre Dame should be widened and a proper intersection with the inner ring road designed. The existing streets, whenever possible, are to be retained within the improved street lay-out, so the proposal would be accomplished at a reasonable cost. Ample off-street parking is to be provided for residents and visitors in places consistent to landscape and appearance of the area. The size of the blocks should be increased to lend to the construction of large scale housing projects, which is most efficient in terms of management and at the same time would give the designers scope to create the type of project necessary for this area. Convenient circulation for pedestrians between the residential and commercial areas to be provided, hence, underpasses must be incorporated in the scheme.

The shopping centre, itself, should be carefully designed, relating to Notre Dame, the existing churches on Beech Street and the proposed high density scheme. It should contain continuous shopping frontage and buildings which do not have shop front display, such as banks, should be sited together in small groups at corners. The development should include a theatre and a hotel. Due to the topography, it is possible to create a two-level centre, and, therefore, it is recommended that a market be provided below the shopping mall; the entrance to the market to be from Elm Street, Lisgar Street, or

the inner ring road. The existing streets, Borgia Street, St. Anne's Lane, Samuel and Young should be eliminated. Parking sites to be provided beneath the centre, and on sites adjoining the inner ring road should not have direct access to the ring road but should be visible therefrom. Within the described plan, satisfactory existing development should be retained.

2. Re-Housing the Borgia Area Population

Prior to the clearance of the Borgia Area, the population presently living there must be re-housed in suitable alternative dwellings. It seems reasonable to assume that a significant proportion of all the families will not be able to secure suitable alternative accommodation without some form of assistance, partly because of lack of suitable vacancies in other parts of the community and partly because some families cannot afford better housing than what they now have. There are a variety of methods available to produce housing with public assistance for dispossessed families, ranging from subsidized rental housing to the sale of serviced building land at cost.

As a part of the City's submission to the Provincial and Federal Governments when it applies for redevelopment assistance (the procedure described below), a suitable re-housing scheme must be included. The proposals may include private rental housing, private housing for sale, rental housing projects constructed under Section 16, 19 or 36 of the N.H.A., rental housing under Provincial rent certificate plan, and co-operative housing projects. It should be pointed out that the low rental housing presently under construction in Northern Heights may help the re-housing. In the first stage of the redevelopment of the scheme the rest of the people could be housed within the area. Therefore, it is recommended that the people from the Borgia area should be given preference in the low rental accommodation in the Northern Heights. If this does not work out, then in the proposed additional study the possibility of provision in the Sacred Heart College grounds should be evaluated.

3. Disposal and Re-use of Cleared Land

After the land in the Borgia area has been acquired, cleared and prepared for re-use, the public renewal agency must dispose of it. The land, other than that reserved for streets or any other public purpose, may be sold or leased to private entrepreneurs or to another public agency in the case of a publicly assisted housing project.

4. Acquisition and Clearance

The clearance and preparation for redevelopment of the Borgia area will have to be accomplished by a public agency, because the existing property owners lack, in most cases, the financial resources and the inclination to do so. Under presently existing circumstances the municipality is responsible for this work, with the financial assistance of the Provincial and Federal governments.

It is recommended that the City apply to the Provincial and Federal governments for financial contributions of 25% and 50% respectively, under Section 22 of the Planning Act and Section 23 of the National Housing Act to acquire, clear and prepare for re-use the Borgia area in accordance with the redevelopment plan.

5. Preparation of A Redevelopment Plan

In order to accomplish the acquisition, clearance and redevelopment of the Borgia area with Federal and Provincial assistance, a "Redevelopment Area" should be established. Under the terms of Section 20 of the Ontario Planning Act, the City must prepare a redevelopment plan for the designated area. This plan must conform to the provisions of the Official Plan and must be approved by the Municipal Board. The municipality may then acquire, clear and prepare for the re-use of the land within the area.

It is recommended that the City make application to the Minister of Public Works of Canada for a contribution of 50% of the estimated cost of preparing such a plan for the above mentioned Study Area, under the provision of Section 33(1) of the National Housing Act. The remaining 50% of the cost of the preparation scheme is to be borne by the City. The City will have to obtain the approval for such an application from the Provincial Government.

The redevelopment plan should consist of 2 and 3 dimensional design plans accompanied by a report. This report should deal with further data especially in relation to the rehousing of dispossessed families and cost estimates.

It is recommended that the report include additional studies of the south-westerly half of Neighbourhood 13 and all of Neighbourhoods 14, 15 and 16. As pointed out above, in those areas housing conditions exist which can be said to be inadequate by standards of health and also conditions of general social acceptance. Secondly, the study above indicates that some portions of the neighbourhoods cannot be retained and economically rehabilitated to areas of better standards. Thirdly, they are in need of reorganization to solve such problems as mixed land uses and poor street layout. Further, there are no signs in this area of attracting private improvement capital. This does not mean that private redevelopment is not being carried out. Numerous building permits for repairs, alterations and additions are being issued each year. In the year 1958, they amounted to 116; in 1960, 55; in 1961, 51; and in 1962, 35.

The above mentioned neighbourhoods were not studied in detail in this study for the following reasons: the continued growth of the City of Sudbury, especially since amalgamation and annexation had forced the Council to put forth a large capital expenditure for necessary services, and, therefore, it was felt that in the immediate years it will be impossible to carry out a large redevelopment scheme. In the meantime, if the zoning is properly enforced, housing codes enacted and enforced, the area might improve. On the other hand, any studies carried out now would be out of date before the implementation of detailed studies, hence they would be only of theoretical interest.

6. Spot Redevelopment

In many sections of the City small pockets of very poor housing in otherwise better districts are found. The houses or shacks, which are older than the rest of the neighbourhood, are evidence of early sprawl. Redevelopment of such small sites is recommended as it has a number of advantages. It is an easier process for the administration; it allows minimum disruption to an area during construction and requires little in the way of services or road construction. The relocation problem is also relatively easy. The spot redevelopment sites may be used towards housing senior citizens if they are

in the vicinity of stores, houses and/or parks. The sites recommended for further consideration are: Armstrong Street, Rumball Drive, Sparks Street and east of Paquette Street.

VI. RESIDENTIAL REHABILITATION - STAGE ONE

A comprehensive rehabilitation programme should be initiated for the whole of Sudbury as soon as possible. To illustrate some of the basic principals and methods of rehabilitation, however, it is recommended that the Donovan Area as shown on Plate 22 be designated as Stage 1 of the programme. The area is located in the south-westerly end of Neighbourhood 13 and the westerly corner of Neighbourhood 15. It is part of the previously recommended study area, which also includes the Borgia Area. Plate 15 indicates that the existing deficiencies in the area make a rehabilitation programme necessary.

A) Existing Conditions in the Donovan Area

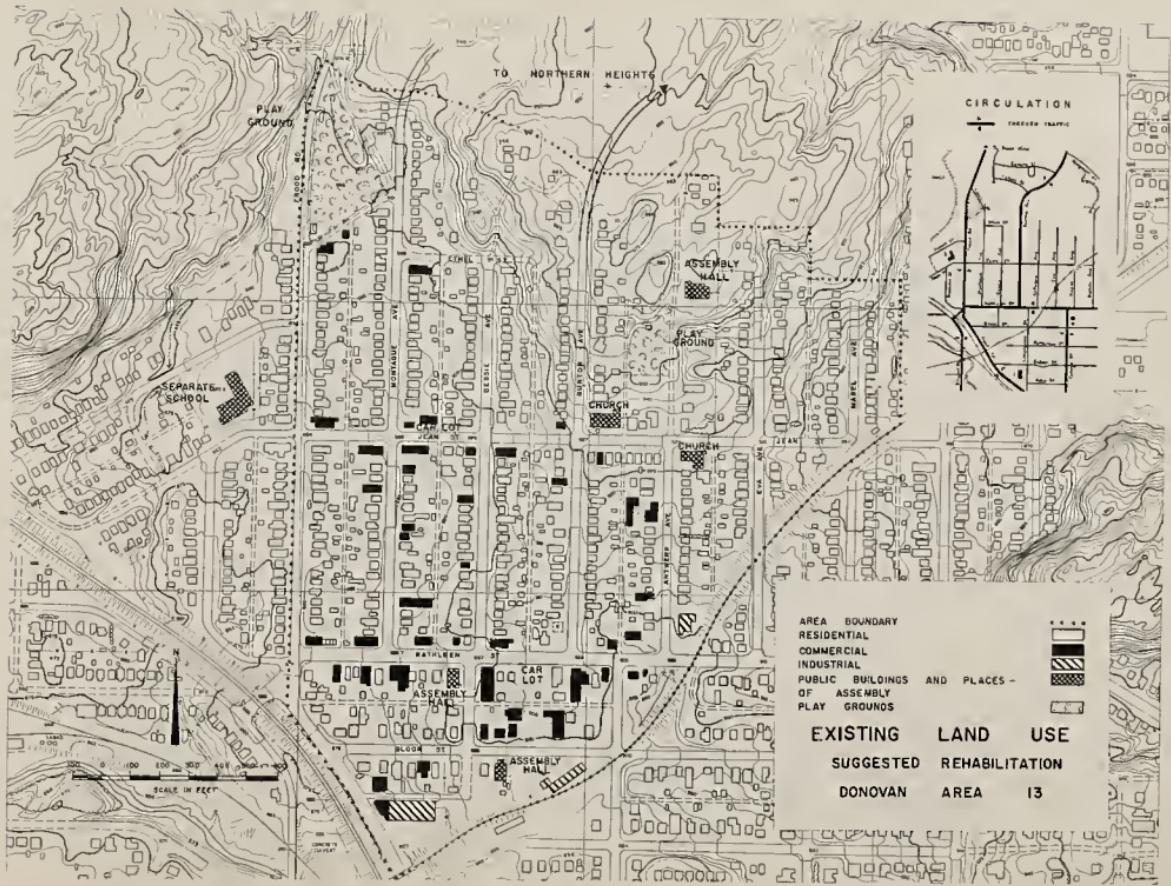
Plate 22 shows that a number of commercial and industrial land uses are scattered indiscriminantly throughout the predominantly residential area. Plate 23 indicates the structures which are in such unsatisfactory condition that they should be removed, others are in an advanced state of deterioration and will soon become substandard unless preventive action is taken.

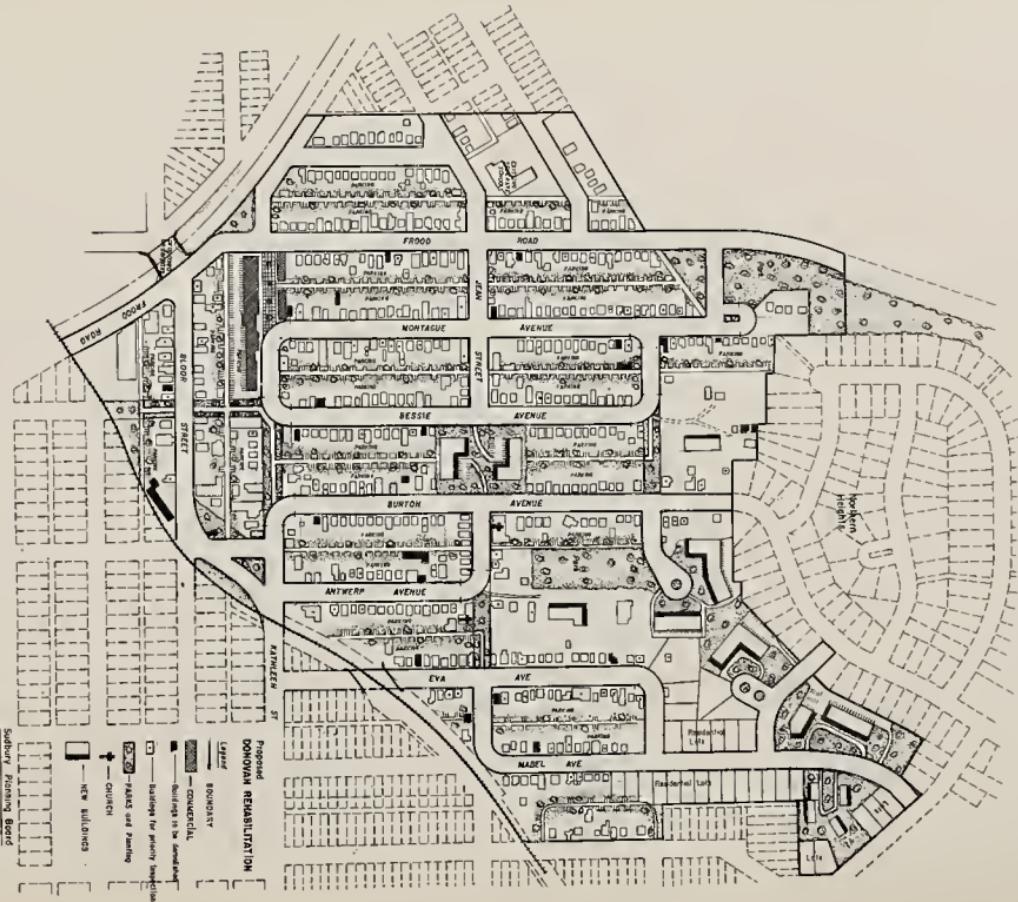
Kathleen Street and Frood Road carry heavy volumes of traffic and are frequently congested, a situation which tends to have a blighting influence on the residential properties of the whole area. The remaining streets contain so many intersections because of the grid-iron system that they pose a serious safety problem so that the area has some measure of blight but not sufficient to warrant redevelopment.

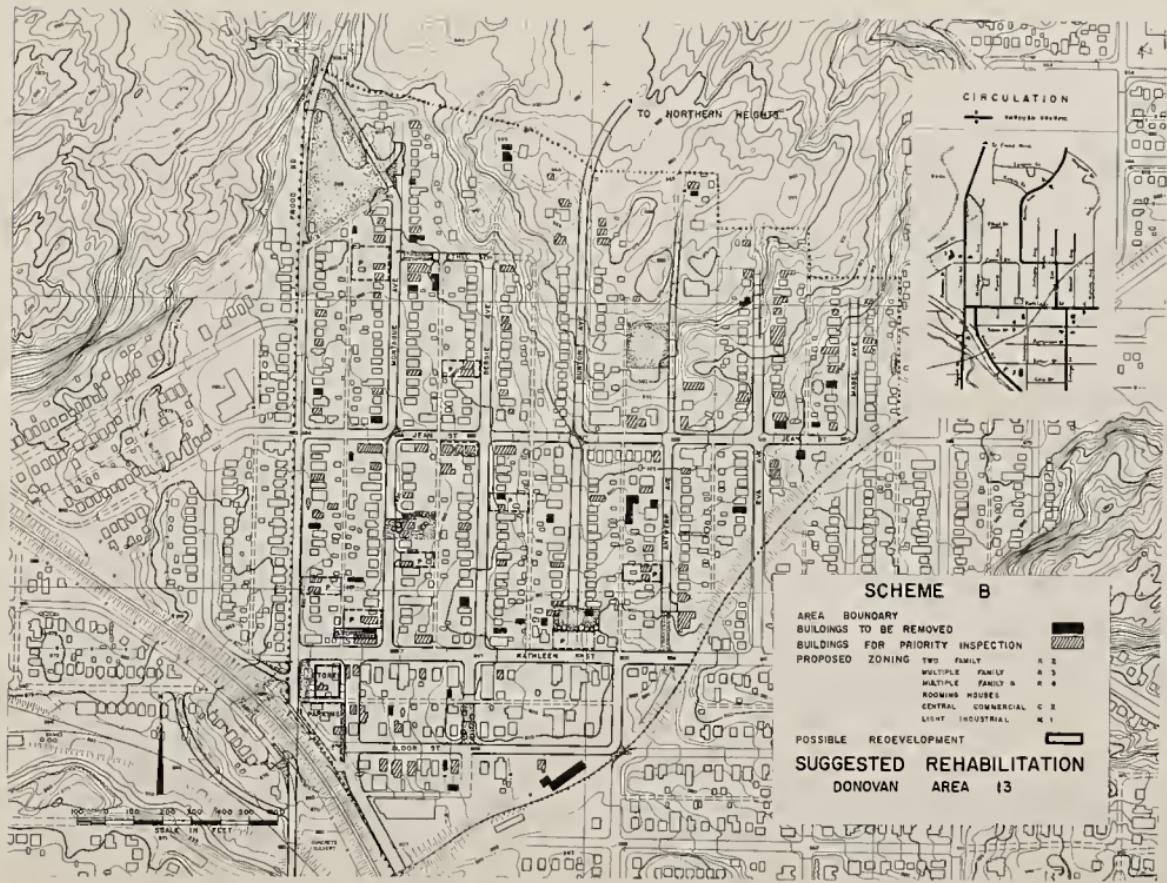
The building permit data disclosed that on an average each year, outlays for improvements in the Donovan rehabilitation area amount to \$268,000 or 4% of the assessed value. (The total improvements for the whole City totalled \$745,000 or 2.7%). However, almost 80% of the outlay went for additions to or enlargement of structures and only 20% for interior improvements, repairs, constructions of basements, etc. The examination of the different factors reveals many encouraging signs for the rehabilitation areas, but as to capital outlays for improvements in the Donovan area, these have been extremely low. It is claimed that outlays for repairs* should be minimum of 1.0 - 1.5% of the repaired total structural value. In the case of wooden frame structures, they require 50% higher outlays.

B) Rehabilitation Recommendations for the Donovan Area

It is recommended that either of the two schemes shown on Plates 23 and 24 or a suitable third alternative be prepared and adopted by the City and incorporated into the Urban Renewal Programme. Measures recommended to implement the rehabilitation are: protection against incompatible land uses; discouragement of through traffic; clearing yards of wrecked cars; acquainting the residents with the benefits of a rehabilitation programme, etc.







The City on its part, should exercise care in its choice and design of street furniture and the present ugly overhead mesh of wires should be removed. The City should also prepare a workable programme giving more attention to the providing of better public facilities such as parks, schools and playgrounds. Change in assessment policy to encourage better maintenance and physical appearance is necessary.

It is recommended that the City of Sudbury prepare and adopt a comprehensive housing code, establishing minimum standards of occupancy and maintenance for existing houses. While many private property owners can be expected to maintain and use their properties adequately, the public is entitled to have the assurance that no one will avoid his responsibilities in this respect, thereby jeopardizing the amenities and human and economic values of an entire area. As was pointed out to the Royal Commission on Canada's Economic Prospects "A fully developed code for existing housing is an extension of a community's responsibility for the condition of its housing stock."* It should be in this respect pointed out that a study on housing codes recently was published by the Province of Ontario.**

It is further recommended that the formation of a citizens' group be encouraged in the Donovan Area. Such a group should become the liaison agency between the City and the citizens and should assist both in the determination of the best solutions to specific problems in the area.

To facilitate the financing of rehabilitation of existing housing, it is recommended that the existing Federal and Provincial programmes in this respect be publicized and that their use be encouraged. Both governments will guarantee loans to private citizens who wish to repair their dwellings as a means of bringing them up to modern standards of safety, convenience and appearance. However, C.M.&H.C. should consider the introduction of low interest loans or added financial incentives for private residential improvement in designated rehabilitation areas.

VII. RESIDENTIAL CONSERVATION - STAGE ONE

Conservation refers to the planned process of preventing urban blight from entering a residential area. It is generally applied to areas which appear to be in danger of future deterioration due to existing factors which are known to have blighting influences.

The principal methods of conservation are the strict enforcement of sound planning regulations, under the assumption that this will prevent the occurrence of any new harmful factors and will gradually eliminate any such factors which may be existing. In some instances, however, the existing situation may be such that it is desirable to effect certain preventive measures immediately, rather than await their normal evolution. It may, for example, be necessary to reduce heavy traffic on a local street because of excessive safety hazards and nuisances. Or it may be desirable to eliminate an incompatible land use from an otherwise sound residential neighbourhood.

Plate 15 indicates the areas which should be subjected to conservation measures. They do not as yet contain any undue deficiencies and their soundness should be scrupulously preserved. This may be accomplished by enforcing and, where necessary, improving regulations and By-laws such

as the Official Plan, Zoning and Building By-laws, subdivision regulations and by maintaining a high standard of public works. In some instances, however, these areas contain factors with potentially blighting influences, which should be removed to continue the maintenance of local amenities and high property values.

It is recommended that the City departments closely investigate the means by which any deficiencies in conservation, as they have been indicated in previous parts of this report, can be eliminated. Particular attention should be paid to the problems caused by increasing volumes of through traffic on inadequate streets. To this effect, the major thoroughfare plan of the Official Plan should be implemented as soon as possible. Care should be taken to preserve the valleys, creeks, lakes and shoreline. These elements of natural beauty must be preserved and made accessible and usable for people. They must not be permitted to become open sewers or garbage dumps. The Housing Code, recommended under the rehabilitation programme, should also be applied to conservation areas to ensure the maintenance of high standards of housing and to eliminate any instances of deterioration. As a part of the whole process of conservation and also rehabilitation, there is some use for general education on civic and planning matters, including technical assistance as to how repairs to homes can be made.

VIII. ORGANIZATION OF THE URBAN RENEWAL PROGRAMME

An urban renewal programme for a City requires sound organization and management to succeed. It should be a continuing function of the municipality to ensure the comprehensive improvement of all aspects of the urban environment. Urban Renewal is much more than the demolition and rebuilding of one or two substandard housing areas; it concerns, in addition, the continuous betterment of all parts of the City, residential as well as industrial and commercial areas, streets and utilities, cultural and recreational activities, and the multitude of other factors which make up a city. In some cases, the municipality's role will involve physical action; in others, the preparation and enforcement of legislation; and again in other instances, it plays only an advisory part.

It is recommended that the Council study the report very thoroughly and decide on its programme. Officers and agencies should also be designated to carry out the programme. It seems advisable to have only one officer responsible for the renewal, who should be in charge of the implementation of the redevelopment schemes, the house inspection liaison with other departments of the legislative or executive branch of City Government, encouragement of active citizen groups through publicity information and the initiation of projects of renovating structures as examples to property owners.

FINANCIAL CONSIDERATION OF REDEVELOPMENT

A structure represents a social and community asset. As a social asset, it is primarily physical environment, in which an individual grows and lives. As a community asset, it is a place to live, it produces revenue and its appearance adds or detracts from the physical environment. With Federal and Provincial Government assistance, a good case may be made for the proposition that the City and Provincial and Federal Governments benefit in a very real way by the investment of today's taxes in a redevelopment area.

*Central Mortgage & Housing Corporation, Housing and Urban Growth, a brief to the Royal Commission on Canada's Economic Prospects, Ottawa, 1955, p. 32.

**A Better Place to Live, Department of Municipal Affairs, Community Planning Branch.

It was estimated that the cost of acquisition, demolition and clearance of land in the Borgia Area described on previous pages would amount to approximately \$5,989,000. The demolition was calculated on the basis of \$3,000 per acre making a total of \$126,000 included in the above figure. The contribution towards the said cost would be distributed between the Governments as follows: Federal - \$2,994,500 and Provincial and City, \$1,497,250 each. The resale value of the land after clearance is fraught with uncertainties because of times losses, changes in the market and many other factors, hence, the estimates are not published in this report. While the cost is excessive, it must be realized that over three million dollars worth of substandard buildings will be demolished. On the other hand, land presently valued at 1½ million dollars will increase three times in value.

It is recommended that the final redevelopment plan, based on proper architectural drawings, be analyzed, indicate the intended phasing and also show the ports to be carried out by the Corporation and by the private developer. It is estimated that more than six million dollars will be invested in new, privately financed structures and equipment.

All the recommendations in this report, together with the continued growth of Sudbury, have implications for the finances of the Corporation, on both current and capital accounts. In 1962, Sudbury tax levy was \$8,054,525 or 99.4 dollars per capita. This was below the average for cities in Southern Ontario of between 40,000 and 100,000 population. On the other hand, the City's finance gross debenture debt at the end of 1962 was \$16,601,800 or \$205 per capita. This does not give a good picture as the rates are applied per capita. A deduction from the latter to the sinking fund, public utilities debt and the owners' share of local improvements should be made, so the net burdensome debt would be shown. The debenture debt has grown rapidly very recently, especially after amalgamation and annexation in 1960. The areas which came into the City of Sudbury are being serviced up to the same standard as the rest of the City. The general prosperity, with a higher stand-

ard of living, has meant that the citizens demand a higher standard of service. The period when debentures were being issued greatly exceeded debentures redeemed, and the low industrial assessment has to be taken into consideration. This aspect might reveal that there would not be borrowing capacity available in the next two or three years needed to implement the recommendations of this report.

Obviously, the complete programme recommended in this report cannot be realized at once in its final form. All the aspects of Urban Renewal described above should proceed gradually in several stages, covering more than ten years. In the meantime, the proposals should constitute the Master Plan to which all work in the City would broadly conform. One of the most important opportunities in this entire programme is to closely integrate the planning and programming of public works and the Urban Renewal programme through the five year Capital Budget so as to achieve maximum benefits for Urban Renewal within the range of needs which must be served by the various City Departments.

The Capital Budget compiled in the last two years, on request of the Ontario Municipal Board, does not present the financial picture too clearly. Further, it does not analyze the importance of different projects. It is recommended very strongly to build up a new Capital Budget, selecting all the proposed projects on the basis of community needs. The project should be developed within the financial resources of the community pursuant to a sound financial plan which should be built up. Then, the Capital Budget programme may be kept flexible through annual review and revision. The above considerations imply the analysis of many factors within the community as well as evaluation of the proposed improvements. The Urban Renewal projects should be measured against the urgency of blight removal or blight prevention and the present tax revenue which is threatened if no action is taken.

CHAPTER FOUR

I. GENERAL

When the Urban Renewal survey was first proposed, it was agreed to include the areas covered by the United Townships of Neelon and Garson in the study. For a long while the Neelon-Garson Planning Board were participants in the Sudbury Area Planning Committee and close voluntary co-operation has existed between it and the Sudbury Planning Board. In addition, the prime motivation for urbanization in the entire Sudbury area has stemmed from employment in the various mines. Consequently, the Planning Boards of the various municipalities face many common problems.

With amalgamation and annexation in 1960, the largest proportion of existing development in the western half of Neelon Township has been incorporated in the City of Sudbury. Since little urban development presently exists in the eastern portion of Neelon Township, the urban renewal study concentrated on the urban centre of Garson, the mining community within Garson Township.

II. HISTORICAL DEVELOPMENT OF GARSON

Urban development began in Garson shortly after the discovery of copper and nickel deposits in the area in 1891. By 1913, the mine and a new smelter at Coniston, operated by the Mond Nickel Company, were in active production. Although most of the early housing was built by this company, some private land development occurred south of the rail line which now includes the present business area. Much of this early development is still evident today.

The depression years brought stagnation and depopulation to the area. Home abandonment resulted in lack of maintenance, and deterioration set in. Recovery did not occur until the coming of the Second World War, the post-war period witnessed a decade of expansion. Increased mobility brought about by increasing automobile ownership resulted in an extensive development with expansion spreading southwards along the road to Sudbury, northwards along the road to Sudbury Airport-Skead Road development, and south-eastwards on Coniston-Garson Road. The lack of comprehensive planning resulted in a sprawling development, which was unsatisfactory because of difficulties produced by such factors as utilities, traffic and public services.

Today, Garson still remains an independent community. The main industry is still mining with the two major employers being International Nickel Company of Canada at Garson Mine and Falconbridge Nickel Mines at the Falconbridge Mine and Smelter a few miles to the north-west. In 1962, the population of Garson approximated 5,298 persons.

III. EXISTING USE OF LAND

For planning purposes, Garson, like Sudbury, has been divided into eight planning areas, generally defined by routes of communications and the character of development. The planning areas are numbers 40 to 47.

The general pattern of land use is one of scattered ribbon development along the main roads. It is predominantly residential with some commercial uses scattered along the highways, especially the Falconbridge Highway.

Planning Areas 44 and 45 contain the older, compact urban core with housing from the days of the Mond Nickel Company. Planning Area 42 includes the newest and most attractive development, the Garson Heights subdivision which is still expanding. By contrast, the development in Neighbourhoods 40, 41, 43 and 46 is primarily post-war in origin and scattered along the highways. The suburban nature of Garson is illustrated in Table 22 which shows that 86.3% of all housing is of the detached single-family type.

TABLE XXII

TYPE OF HOUSING
GARSON TOWNSHIP - 1960

TYPE	NUMBER	PER CENT
Detached Single-Family	822	86.3
Two-family	121	12.7
Multiple-family	10	1.0
TOTAL	953	100.0

IV. CONDITION OF BUILDINGS

The condition of all residential and other buildings is shown in Table 23. It can be noted that over one-quarter are in poor or very poor condition and, therefore, require renewal. Generally, the company-owned housing is in better condition than privately-owned housing of the same age. In this respect, the company-owned houses, especially those north of the C.N.R. tracks, have post-foundations which are still in relatively good condition. As the condition rating penalized buildings without proper foundations, these houses were given a rating below that which they deserve. Nevertheless, Table 23 does indicate where sources of potential blight exist and where closer inspection will be required.

The survey disclosed the existence of 28 shack-type dwellings. These were mostly located in the older more densely populated neighbourhood 44.

TABLE XXIII

BUILDINGS BY CONDITION
GARSON TOWNSHIP - 1960

CONDITION CATEGORY	ALL BUILDINGS		RESIDENTIAL BUILDINGS	
	No.	%	No.	%
Very Good	8.6		8.7	
Good	6.4		5.1	
Fair	56.1		56.5	
Poor	25.0		25.7	
Very Poor	3.9		4.0	
TOTAL	100.0		100.0	

V. MUNICIPAL SERVICES

Piped water is available in Garson. A number of streets are paved and there are sidewalks on several. Electric power is provided and natural gas is available from the main along Falconbridge Road.

At present, sewage disposal is by septic tank or collection at Skead Road but neighbourhoods 41 to 45 are provided with proper sewage facilities.

VI. SUMMARY OF EXISTING CONDITIONS

Generally speaking, the deficiencies in the Neelon-Garson area are not excessive, although there are a number of less satisfactory dwellings. The prevailing pattern of low-density development, intermixed with vacant areas, and the lack of public services and sound planning in some areas are probably the most serious threats to desirable future growth of the community. Only the preparation and implementation of an Official Plan will ensure the improvement of these factors and will prevent their reoccurrence in the future.

Following is a summary of existing conditions in each of the eight planning areas in the Neelon-Garson area:

Planning Areas 40 & 41

- Population about 500 persons.
- Land use primarily residential with detached single-family dwellings.
- Development is scattered and extensive.
- Some roads require paving and there are poor intersections with Falconbridge Road, the main highway.
- 11.2% of all buildings are in good or very good condition, 65.2% fair and 23.6% are poor or very poor

Planning Areas 44 & 45

- Population about 2,600 persons.
- Some mixture of land uses on Birch Street which contains the commercial area of Garson.
- A high proportion of buildings in poor or very poor condition (36.6%), over half of all buildings in fair condition (58.2%); while only 6.2% are in good condition.
- Traffic hazards exist in poor road network and bad intersections on Birch and Church Streets

Planning Area 43, plus part of Planning Area 42 north of O'Neil Drive

- Population about 600 persons.
- Primarily residential uses.
- Many of the same problems as Area 40.
- 6.6% of all buildings are in good or very good condition, 65.1% are fair and 28.3% are poor or very poor.

Planning Area 42, minus area north of O'Neil Drive

- Population about 500 persons.
- Primarily residential uses.
- 57.8% of all buildings are in good or very good condition; 31.9% are fair, and 10.3% are poor or very poor. The high proportion of buildings in good condition is due to the existence of the modern Garson Heights Subdivision.

Planning Area 46

- Population about 350 to 400 persons.
- Development is extensive and stretches along Skead Road from main built-up area.
- Many houses in poor condition.

Planning Area 47

- Population about 174 persons.
- Development is along Bancroft Drive.
- Most of the houses are in poor condition.

VII. RECOMMENDATIONS FOR NEELON-GARSON

The following actions are recommended to ensure sound future development and the gradual elimination of deficiencies in the Neelon-Garson area:

1. An Official Plan should be prepared, to be followed by the necessary implementing By-laws and regulations.
2. A Public Works Programme should be prepared taking into consideration this Urban Renewal study, to improve roads and public services as soon as possible.
3. The development of presently vacant land surrounded by built-up areas should be encouraged.
4. A housing code regarding minimum standards of occupancy and maintenance should be adopted in conjunction with Sudbury.
5. A rehabilitation programme, similar to the one recommended for Sudbury, should be adopted and implemented.
6. In Planning Area 44, an area described by Spruce and Birch Street and the new playground on the east, is proposed for redevelopment. For the rest of Planning Area 44, a rehabilitation policy should be established. This should encourage and provide improvement to street and buildings.



The New Recreation Field — Garson



Garson Mine



Main Shopping Street — Garson

SUDSBURY URBAN RENEWAL STUDY

GARSON



REFERENCE

- RESIDENTIAL
- COMMERCIAL
- PUBLIC BLDGS. PLACES OF ASSEMBLY
- CHURCHES
- SCHOOLS AND HOSPITALS
- PUBLIC OPEN SPACE
- PRIVATE OPEN SPACE
- CEMETERIES
- LIGHT INDUSTRY
- HEAVY INDUSTRY
- PLANNING AREAS



EXISTING USE OF LAND
SOURCE: 1959 FIELD SURVEY

SUDSBURY PLANNING BOARD
MILES
FEET
0' 10' 20' 30' 40' 50' 60' 70' 80' 90' 100' 110' 120' 130' 140' 150' 160' 170' 180' 190' 200'
1 INCH EQUALS 2000 FEET

SUDBURY URBAN RENEWAL STUDY

GARSON



CONDITION OF BUILDINGS

SOURCE: WINDSHIELD SURVEY 1959



AREA SCALE
EACH SQUARE EQUALS ONE ACRE

SUDBURY PLANNING BOARD
MILES FEET
1 1000 2000 3000 4000 5000 6000 7000 8000 9000 10000
1 INCH EQUALS 400 FEET

A. THE CENTRAL BUSINESS DISTRICT

1. GENERAL

The Sudbury Central Business District* occupies an area of 42 city blocks, covering approximately 145 acres. This centre has become the regional service centre for a large area extending from Elliot Lake in the west to Chapleau and Coquelin in the north, Warren in the east and Britt in the south.

In order to serve as the heart of its region, the land uses of the C.B.D. must be those that are most suited to assist in the fulfillment of its function. Any areas in the C.B.D. which are out of date will reduce its efficiency and attraction for the citizen, the driver and the people in the shops, offices and other buildings.

As will be shown, the street layout of the C.B.D. is poor. There are small building blocks and poor architectural treatment of the small lots which were originally shaped for residential use. On these "archaic" lots, modern commercial buildings and offices are developing in such a form so as to have little room for car parking, open space and future expansion.

The downtown area has been and is being affected by growth of the urban area and the changing patterns of life in the "old city" and its region. Its function has been declining in the face of competition offered by more spacious, suburban centres in New Sudbury and Lockerby. It is true that this area occupies the most valuable land and in general has improved; but improvement has not kept pace with the rapid growth and technological changes of today. Therefore, it is necessary to reach a comprehensive solution rather than waste effort in piecemeal and unrelated ways which could conceivably make matters worse.

TABLE XXIV

AREA AND VALUE OF LAND AND BUILDING SUDBURY C.B.D. - 1962

	SUDBURY	C.B.D.	C.B.D. AS A PER CENT OF SUDBURY
Area in acres (approx.)	32,640	145	0.4
Value of Land	27,395,335	6,467,680	23.6
Value of Buildings	63,509,300	10,437,775	16.4
 TOTAL VALUE	 90,905,745	 16,905,455	 18.6

2. HISTORICAL DEVELOPMENT

The present Central Business District of Sudbury lies on the site of the early settlement which was laid out in 1886 at the junction of the C.P.R. main line and the Algoma branch line. It was first established as a railway centre. The road pattern which was laid down at that time and which was designed to serve only a few hundred non-motorized people, still exists in the same general form today. Major roads have since been extended northwards via Notre Dame, eastwards via Howey Drive and Kingsway, and westwards via Elm Street.

*Referred to as C.B.D.

The early commercial establishments situated themselves in a convenient point in the vicinity of Elm and Elgin Streets, and among them many residential homes were to be found. Originally, the houses were built of logs or timber, but by 1909, many of them which were mostly one or one and a half storeys in height, were already reshaped, rebuilt, and faced with brick. Churches dominated the scene.

With the coming of the nickel mining development, the centre changed and became more symbolic of the City and Region as a whole. By 1930, eight banks existed in the area. Around the commercial core, industrial establishments were located. Many of the old houses were torn down and new three-storey buildings erected. The churches no longer dominated the scene, but gave way to hotels and large commercial establishments. Sidewalks were still made of timber, but the streets were receiving some sort of paving and lighting.

With the advent of the automobile, the radius of influence of the central area was increased immensely and more specialized shopping facilities were established. On the other hand, the size of the central business district did not increase very much in contrast to the increasing developed area of the City. The buildings tended to be larger than the buildings which were being replaced and so development became denser. With more intense development, the problems of traffic congestion arose. Since the end of the Second World War, the traffic problem has become more acute and today the future of the area is dependent on the solution of the traffic circulation problem in the Central Business District. In 70 years, the C.B.D. has become the centre of a major nickel mining area and a regional centre with all its diverse administrative and institutional services. Due to its geographical position at the junction of two major roads and railways, the importance of it is likely to increase.

3. EXISTING LAND USE

The aim of improvement is to enable all activities to take place under the best practicable conditions. The fulfillment of this aim requires that buildings with similar siting requirements be grouped together.

Therefore, everything should be done to provide for diversion of a variety of land uses and for the accommodation to be spread evenly over the whole C.B.D.

The C.B.D. over the years has developed a clearly discernible arrangement of uses, although in some instances the pattern has been distorted due to the market value of land. In general, the retail area and bank services are found on Durham Street and partly on Elm Street. In the same area offices usually occupy the second floor. Today, these offices are moving away to a new section, east of Lisgar Street towards Drinkwater Street. The entertainment centres are located mostly on the north side of Elm between Elgin and Young Streets.

The land use of the business core and surrounding area is shown in Table 25. It can be seen that 24% of the area is occupied by non C.B.D. uses (residential, parks and recreation).

The commercial section of the C.B.D. may be described as continuous, being located on streets with very heavy traffic where the shoppers are not able to cross and recross in safety. Consequently, there is a need for pedestrian circulation improvement. The stores lack secondary accesses from the rear, where narrow lanes exist and the majority of them have no yard space. The offices which were situated on the second floor are moving away to better designed buildings in quieter surroundings, which are provided with parking facilities and other advantages. This indicates a break with previous custom and appearance of the downtown commercial area and it can be assumed that this area in future may be only two storeys in height. It appears, therefore, necessary to include an office centre, lying adjacent to the commercial zone. The survey revealed very low vacancy rates in relation to the total retail floor space and office space. These low vacancy rates would indicate a healthy condition of Sudbury's downtown area. However, the vacancy in office floor space will increase due to the development of Laurentian University Campus in Lockerby, which presently occupies a number of buildings in the downtown area. Office buildings are not conducive to modernization as is the case with retail stores where sales often favour higher expenditures.

There is only one park within the area and, hence, there is a need for small, well-distributed open spaces of a kind specially suited for use during lunch hours. These should be quiet "relaxation" areas with trees and shrubs and should be provided specifically within the office area.

The public buildings and the places of assembly are situated in two different areas, and fortunately both of them contain a relatively greater amount of open space. One area is situated on McKenzie Street and Hospital Road, the other along Lisgar and Larch Streets. It is proposed to extend this latter area to include the block between Larch, Brady, Minto and Drinkwater Streets. The latter block may be described as blighted, due to the mixed land uses, poor housing conditions and the unimproved land.

The Civic Centre location as proposed is visually connected with the daily life of the City and fits into the zone pattern, creating greater efficiency. The buildings are set in an extensive area and the restful surroundings will be to the advantage and convenience of those who will frequent the area.

TABLE XXV
EXISTING LAND USE IN THE SUDBURY C.B.D. AND THE CITY OF SUDBURY
1960

LAND USE	C.B.D.	CITY OF SUDBURY	C.B.D. AS A PER CENT OF SUDBURY	C.B.D. FLOOR SPACE
Commercial	26.5 Ac.			42.3 Ac.
Wholesale	0.6 Ac.	179.1 Ac.	15.1	1.1 Ac.
Industrial*	3.8 Ac.	360.0 Ac.	1.1	4.8 Ac.
Residential	31.1 Ac.	1970.7 Ac.	1.6	22.0 Ac.
Public and Institutional	13.5 Ac.	285.4 Ac.	4.7	14.3 Ac.
Parking	10.1 Ac.	—	100.0	—
Vacant	67** Ac.	6623.8 Ac.	0.1	—
Parks and Recreation	4.6 Ac.	140.3 Ac.	3.3	—
Streets	48.0 Ac.	924.8 Ac.	5.2	—
TOTAL	144.9 Ac.	10,484.1 Ac.	1.4%	845 Ac.

*Includes railway right-of-way.

**5 per cent of C.B.D. on lot basis.

4. FLOOR SPACE INDEX

The floor space index is a measurement of density in terms of buildings. It is the area of the total floor space contained in a building or buildings on a given site, including half of the area of any roads adjoining and serving it, divided by the area of the site. This system measures the density and also can be used to regulate the distribution of buildings and accommodation within a block. Its advantage is that it introduces flexibility in height and placement of buildings while still controlling the density and amount of daylight received.

The Study indicates that only three blocks within the central core (on Durham Street) have a building coverage of over 1.5 (i.e. the floor area within these blocks is 1½ times that of the land area). Five other blocks along the same street have higher indices than 1.0. The rest of the area has a F.S.I. (Floor Space Index) of less than 0.7. The above is shown on Plate 28.

The Central Area has approximately 7.0 acres of land available for development. By elimination of the non-conforming C.B.D. uses, an additional acreage would be available. Some of the uses in the Downtown Area have shown an increase in ground floor area since 1950, such as the office type, banking, public and semi-public use. The retail store space did not show any measurable increase.

For more efficient planning in the future, the F.S.I. system should be used instead of the arbitrary front and rear setback regulations in the Zoning By-law. The first could be calculated and implemented so that there would be no interference with traffic circulation. The shape of the block could be improved, and a higher standard of daylighting, ventilation, etc., would be achieved. In determining the F.S.I. core must be taken not to create marked difference between the street blocks, as over-exploitation would happen again.

5. THE USEFUL LIFE OF EXISTING BUILDINGS

A survey has been carried out as regards probable length of useful life. Buildings have been placed in one of the three following classes:

- New buildings which are not likely to become obsolete for at least 30 years.
- Buildings with short lives, that is buildings becoming obsolete but which still have some years of useful life.
- Buildings which have outlived their period of usefulness and should be replaced as soon as circumstances permit.

The life span of each building has been classified according to its structural condition, its use at the present time and possible use in the near future, its general appearance and the accesses serving the building.

The survey revealed that generally buildings in the area on the north of Elm Street have a short life. Others are: on both sides of the south end of Durham Street; both sides of Cedar Street, east along Lisgar Street; and nearly the whole south-easterly corner of the downtown area. A separate study indicating the condition of buildings shows that approximately the same areas have the highest proportion of buildings in poor condition. These are found in the north-west and north-east areas of the C.B.D., also on Larch Street, and the south-east area between Minto and Drinkwater Streets. Table 26 shows the life span and condition of buildings by blocks in the downtown area.

SUDSBURY URBAN RENEWAL STUDY

CENTRAL BUSINESS DISTRICT



REFERENCE

RESIDENTIAL



PUBLIC BUILDINGS



OFFICES AND BANKS



COMMERCIAL



INDUSTRIAL



OPEN SPACE



PARKING AREAS



AREA SCALE
EAST LARGEST 1:250,000
WEST LARGEST 1:250,000

EXISTING USE OF BUILDINGS

SOURCE 1960 FIELD SURVEY

SUDSBURY PLANNING BOARD
1 1/2 MILES
1 1/2 MILES
1 1/2 MILES
1 1/2 MILES

CENTRAL BUSINESS DISTRICT

FLOOR SPACE INDICES OF EXISTING STREET BLOCKS

SUDBURY URBAN RENEWAL STUDY

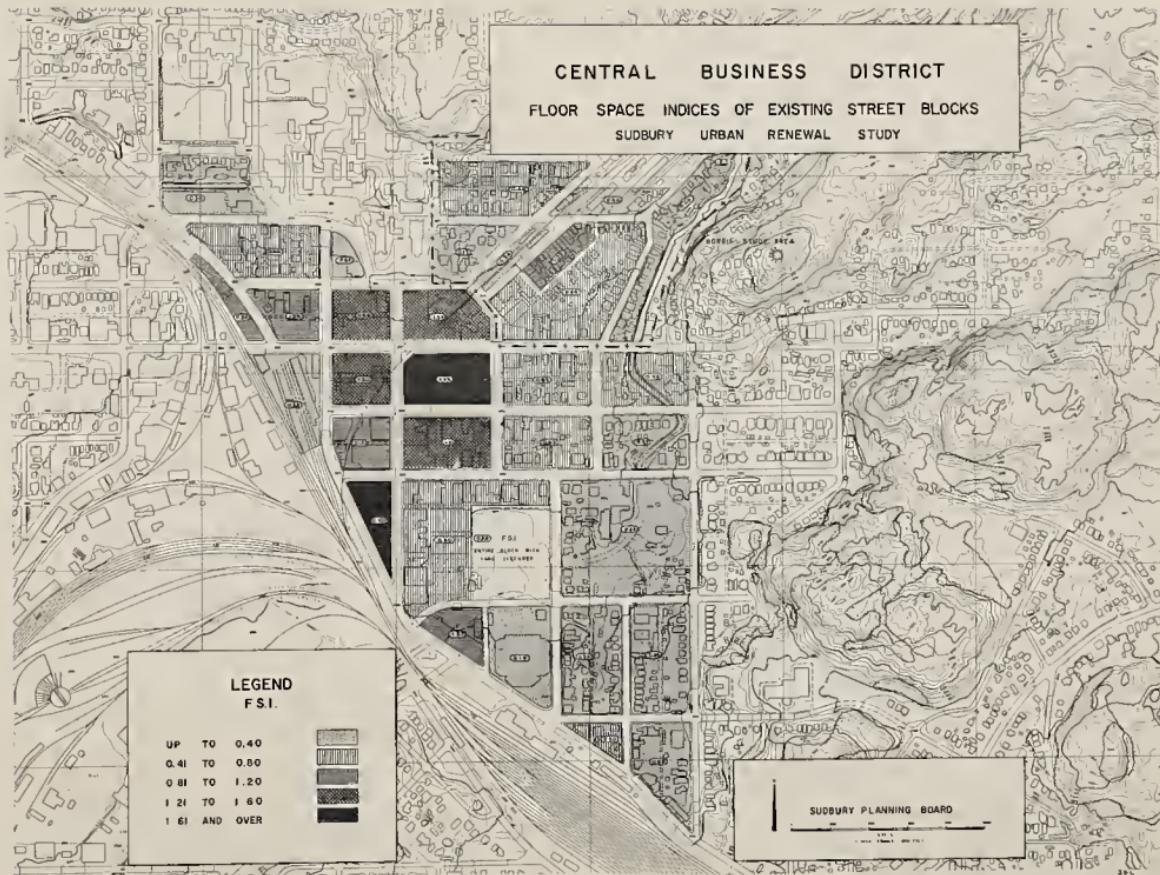


TABLE 26

PERCENTAGE DISTRIBUTION OF BUILDINGS BY BLOCK AND BY CONDITION

SUDBURY DOWNTOWN AREA - 1960

BLOCK	% GOOD	% FAIR	% POOR	% LONG LIFE	% SHORT LIFE
A	100.0			100.0	
B	—	50.0	50.0	—	100.0
C	50.0	50.0	—	—	100.0
D	75.0	25.0	—	75.0	25.0
E	—	21.4	78.6	N.A.	N.A.
F	—	50.0	50.0	—	100.0
G	—	20.0	80.0	—	100.0
H	100.0	—	—	100.0	—
J	12.5	62.5	25.0	12.5	87.5
K	27.3	27.3	45.4	18.2	81.8
L	6.3	37.4	56.3	—	100.0
M	4.5	34.1	61.4	2.3	97.7
N	—	50.0	50.0	—	100.0
O	10.0	—	80.0	N.A.	N.A.
P	—	—	100.0	N.A.	N.A.
Q	100.0	—	—	—	100.0
R	30.0	30.0	40.0	20.0	80.0
S	50.0	40.0	10.0	40.0	60.0
T	22.2	44.5	33.3	22.2	77.8
U	33.3	45.5	22.2	22.2	77.8
V	8.7	91.3	—	N.A.	N.A.
W	37.5	25.0	37.5	—	100.0
X	57.2	21.4	21.4	21.4	78.6
Y	33.3	23.5	41.2	17.5	82.4
Z	20.0	66.7	13.3	—	100.0
AA	19.2	80.8	—	7.7	92.3
BB	—	100.0	—	N.A.	N.A.
CC	16.7	50.0	33.3	16.7	83.3
DD	50.0	31.8	18.2	18.2	81.8
EE	15.0	75.0	10.0	5.0	95.0
FF	10.5	89.5	—	5.3	94.7
GG	—	100.0	—	—	100.0
HH	50.0	50.0	—	100.0	—
JJ	14.3	57.1	28.6	—	100.0
KK	50.0	—	50.0	50.0	50.0
LL	7.4	66.7	25.9	—	100.0
MM	4.2	66.6	29.2	—	100.0
NN	4.7	92.3	—	7.7	92.3

N.A.—Not Available

6. APPEARANCE

As yet there are no high buildings in the downtown area of Sudbury. The main reason for this is the soil condition, which makes development of high buildings uneconomical. As indicated above, poor housing occurs throughout the central area, although it is more prevalent in specific sections.

Except for the Borgia area, the oldest residential section is situated on the east around Drinkwater Street. It has been quite well maintained and to some extent still provides good residential accommodation. However, a survey inside the houses showed deterioration.

The commercial section gives an impression of confusion that results from the multiplication of gaudy signs which compete with each other for attention. As a result, they offer little direction to the pedestrian shopper and quite often result in distraction and danger for the passing motorist. Furthermore the buildings are poorly maintained, the facades very badly aligned and the shop frontages unrelated to the original building in which they have been placed. Additional confusion stems from the ill-placed and ill-designed street furniture, traffic signs and telephone and hydro poles.

7. DOWNTOWN TRAFFIC

The size, location and pattern of the streets in the downtown area were originally designed for a type and volume of traffic that is now obsolete. There was no control until recently on the pattern growth of the City. This, in turn, has tended to multiply the traffic volume in the downtown area. The railway had built several heavily travelled tracks and laid the town around them. As a result, they cross the major roads leading into the City. The grade crossing on these major streets cause considerable delay and also danger.

The traffic volume at the present time is extremely heavy in the downtown area. There are quite a number of factors responsible for this, such as the railway, unrelated land uses and accesses to the area, and the through traffic (Trans-Canada Highway) which must use this area because there is no other route. Effective movement is also obstructed by the lack of loading and unloading facilities for commercial vehicles and the criss-cross pattern of vehicle and pedestrian traffic circulation. The Volume Capacity Study on the downtown streets indicates the inadequacy of these streets to carry any future increases in vehicle or pedestrian traffic.* And it must be frankly stated that the prosperity of this area depends upon the solution of the traffic and its requirements as to circulation and parking. The road system must relate to proposals concerned with land use and aesthetics. The roads or the land uses can never be considered other than jointly because they are complementary.

On all the major roads in the downtown area the Average Annual Daily Traffic Volume amounts to 16,500 and their origin is from the City of Sudbury and its region. The through traffic which would not need to enter the central area, if circulatory roads would exist, amounts to 1/11th of all traffic within the C.B.D.

At the present time, there are approximately 2,000 parking spaces of all types utilizing about 10 acres of land. Long-term parking provisions appear to be sufficient, but by no means excessive and in 20 years' time there should be nearly 13,400 parking spaces of all types.

8. POPULATION CHANGES

In 1957, 4,449 persons were living in the C.B.D. This figure is diminishing and in 1959, according to the Assessment Census, 4,163 persons were found, 286 less than in 1957. This trend of leaving the downtown area may continue. However, there will be people who will always prefer to reside in or

*For a more detailed Study see Major Thoroughfare Study and Plans.

near to the C.B.D. Keeping in mind the character of the City, it seems imperative that a residential area within the downtown be retained, improved, possibly even redeveloped, and thus provide and maintain markets "on the doorstep".

Within the downtown area, 6,300 people find employment. The densities in the core of the floor space per employee amount to 150 square feet.

9. CONCLUSIONS AND RECOMMENDATIONS

Plate 21 reflects the progress in survey and segregation analysis. It shows a mixture of broad aims and firm decision. It reflects a broad land use framework, illustrating a co-ordinated policy, serving as a guidance for development activities, both public and private. A road and traffic pattern is also proposed, designed to remove unnecessary traffic from the Central area and to facilitate the segregation of vehicles and pedestrians within it. Further, it does show parts of the area suitable for conservation improvements where a general upgrading of existing conditions is desirable, and redevelopment.

i) Size: The size of the downtown area is of great importance, specifically as to the alignment of roads. In the case of the City of Sudbury, the size depends on the topographical features to a high degree, and the area should never expand beyond its present topographical bounds. One main reason is that downtown activities should be concentrated, and as there is substantial room for expansion according to modern trends, the area should have no need to expand beyond its present limits.

ii) The Uses: Growth and development in the region will cause many changes. It will introduce an intensification of development and to some extent a greater degree of specialization in retail trade. A general plan has been prepared (see Plate 21) which should help to establish the character for the future. This plan should be implemented by realistic zoning, if not, deterioration will persist. A more compact and orderly growth of the downtown area would be to the benefit of all concerned. The new plan provides for the expansion of the commercial centre easterly from Durham Street. The area between Cedar and Larch Streets and east from Lisgar, is designated for offices.

South of Larch Street between Minto and Drinkwater, a Civic Centre area is proposed. The Centre should house a convention hall, museum, offices, municipal offices and parking facilities. Partially due to lack of centralized convention facilities and/or exhibition hall, there are no conventions held in Sudbury, while on the other hand, it is time to increase the importance of Sudbury, and open the City for others to see. The location for the convention hall, within the Civic Centre, would have the advantage of immediate access to the throughway, transportation terminal and convenient accommodation for out-of-town guests. Another advantage would be its convenience to downtown facilities. This development and redevelopment would be a key move in reversing the decline of the surrounding area.

Another area, which exists and is used for civic purposes, is the area between the hospital and the technical school. South of here, between Fir and Beech Streets, parts of it were found to be in need of redevelopment. The site is designated for commercial and office use.

The location and development of new industrial and warehousing establishments in the downtown area should be discouraged. This is due to traffic needs of such uses, which are detrimental to the whole downtown area.

The Zoning By-law should be reviewed in the light of this study and specifically with reference to densities and the surrounding area. The first should provide opportunities for achieving a desirable height and massing of buildings, and strike a balance between the street and car parking capacities and the traffic attracted by buildings. The present zoning requirements do not adequately cover all these aspects. Thus, in the question of solving the problem of aging downtown buildings and providing accurate methods of estimating daylighting and pedestrian circulation space, the present system does not offer such opportunities to weigh the merits of a particular design or particular site. Densities should be measured by the F.S.I. which should be introduced into the requirements of the downtown area. Increase in gross floor area and floor area would be permitted with a reduction in amount of land covered by the building.

iii) Traffic and Transportation: The transportation problem must be solved. One method would be the diversion of traffic which has its origin and destination outside the central area from the traffic which has to enter it. This division could be established and encouraged through the provision of the throughway and the inner ring road. The inner ring road would divert the traffic which does not need to enter the central area and also would serve as access to the central area. Also this road can form a true boundary to the area and the intersections with the major road systems could be designed in such a way as to deflect the through traffic from the C.B.D., maintain free flow, and provide safe and convenient movement of vehicle and pedestrian traffic between the downtown and the rest of the City and its region. Further divisions of roads according to the nature of traffic is recommended with convenient circulation for pedestrians on Durham Street and Elm Street. Additional parking space near the inner ring road, especially in the Borgia area, the Civic Centre and Elm and Elgin Street area, and multi-storey parking in the centre is already required. The inner ring road, the throughway and the expansion of parking facilities must be a part of a unified plan strongly supported and largely sponsored by the merchants.

The pedestrian traffic within the downtown area must move unhindered and in pleasant surroundings, such as could only be provided by a proper commercial precinct. In such a way, the pedestrian will be allowed to take his rightful place by keeping the traffic within to a minimum.

However, it must be stressed that the creation of pedestrian areas in the downtown area can only be successful if accomplished as an integral part of the overall plan. Only after proper access from the suburban area is provided, together with a properly designed road system around the downtown core, terminal facilities for public transportation and storage facilities for private cars, and after improvement of the system of servicing downtown buildings and improvements of the commercial facilities has been implemented, can the creation of a pedestrian district be accomplished successfully.

iv) Downtown Appearance: Today in the downtown area, there are no buildings of special architectural or historic value. Therefore, new development has complete freedom to decide the block form, design and other details. However, in all cases, the individual developer must have a competent architect. Further, improvement should be made through more detailed attention to the advertisement signs, their location and design. The same applies to street furniture and to a more careful balance and harmony in the layout,



Durham Street



Elm Street



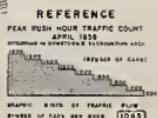
Drinkwater Street



CENTRAL BUSINESS DISTRICT TRAFFIC VOLUMES

SOURCE: CITY ENGINEERS DEPT. SURVEY

SCALE 200 FEET TO 1 INCH
100 200 300
SUDBURY PLANNING BOARD



form and colour relationship of buildings. This could be achieved through development control by the Civic officers. As an alternative, the Chamber of Commerce could appoint a consultant architect who would be an advisor to the merchants and would be concerned with materials, lettering, colour, scale, height and many other aspects. His goal would be the provision of good working conditions and to make the downtown attractive for residents and tourists.

v). **Redevelopment:** The Borgia area should be redeveloped comprehensively as a commercial area, with a residential background. The correct uses, properly related, could provide a fine adjunct to the central area. The redevelopment of this part of the City could mark an important turning point in the history of the downtown area and only through a comprehensive scheme can necessary changes be achieved to allow the area to function efficiently. Within the redevelopment area, the new buildings do not need to be commenced together. Redevelopment could be initiated in a few selected

places, so as to encourage later infilling in accordance with the plan. Such a plan would assist in attainment of better values in a few places with reasonable gradations. This would accommodate the most pressing needs of the area. With the first stage, or possibly the second, the improvement of traffic circulation (meaning the inner ring road and parking) should be commenced simultaneously. In all the staging, however, it should be assured that minimum disturbance to occupiers of existing buildings will occur and plans should be laid to ensure rapid resumption of business, etc.

It is stressed that a specific study and scheme for the Borgia area should now be prepared as an immediate outcome of this Study and along the lines suggested in this report.

The plan shows a few more redevelopment areas, which are likely to be individual, not comprehensive in scale. The land use pattern for these areas should be followed but need not preclude a different arrangement of the same uses if a satisfactory, comprehensive application is received.

B. REPORT ON SOCIOLOGICAL ASPECT OF HOUSING

WRITTEN COMMENTS BY RESIDENTS IN BORGIA STUDY AREA

LAURENTIAN HOUSING STUDY

On the last page of the questionnaire, the residents were asked the following questions

"What in your opinion, do you think should be done first to improve housing conditions in Sudbury as a whole, and in your neighbourhood in particular?"

Sudbury as a Whole? (S)

Your Neighbourhood in Particular? (N)

Of the 132 completed questionnaires, 66 contained answers to this question. 60 of the comments are reproduced below, as quotations. The identity of the subjects is not known, but the questionnaire gives us an indication of their status. Such status has been used as a signature to make the comments more meaningfully.

S Should have better housing and lower rents
"Tenant"

S I think there should be more low rental houses and apartments.

N I would like to see some houses in this neighbourhood pulled down and replaced with modern apartments.
"Home Owner"

S I think that if the old tenements are demolished and in their places large apartment to be built.

N It should be cleaned of the old houses. That degrades it to the extent that it is called the slums.
"Tenant"

S Build low rental houses. By Government operated houses

N Housing is good here.
"Tenant"

N Tear old houses down and have Government set new apartment buildings as a whole.
"Moved 6 times in 3 years"

S I think the rent should be lower and more three room apartments, and more people should expect children.

N I think the playground should be made in or around this street for the small children.
"Owner of Duplex"

S Rent is too high.

N No playground.
"Renting 2 bedrooms with 5 children"

S Lower the taxes.
"Owner of Duplex"

S Low rent.
"Unemployed Labourer"

S: Don't know except to tear old houses down and put up new ones.
N: Tear down and rebuild.
"6 in 2 bedrooms"

S: Tear down the slums and build organized units.
N: Good.
"Tenant"

S: Sudbury needs lower cost housing units for families with 2 or more children.
N: Not enough playgrounds.

"Tenant Family of 5"
S: More low cost homes, either to buy or rent.
"Tenant Family of 3"

N: Repairs on outside of house in general - and although it would not help housing conditions, landscaping would make this neighbourhood more pleasant. A well kept yard and a few flowers can do this.
"Home Owner"

S: The apartments are not like they should be and the rent is too high, poor cupboards and heat, also we should have at least a 2-piece bath.

N: Well, I have good neighbours and like this part of the City.
"Family of 5"

S: Condemn and demolish eyesores.
N: A survey of dwellings in neighbourhoods would result in demolishing or greatly improving

"White Collar Home Owner"

S: Destroy old slum buildings and build large apartment buildings with a yard for children.

N: Clean up Samuel Street.

"Family of 4 in 1 Bedroom"
S: Three quarters of City should be demolished and rebuilt.

N: Demolish buildings - not fit for habitation.
"Home Owner"

N: This section could be remodelled and a few buildings expropriated
"Home Owner"

N: A playground near so children do not have to cross main roads to visit them.
"Tenant with 3 children"

S: Low Rental Housing Project.
N: Clean Up.
"Tenant"

N: City to get the people to modernize their homes.
"Tenant"

S: Comments re Sudbury.
N: Comments re Neighbourhood

*For other findings of the survey, see Chapter III, Population Characteristics, Page 70.

S: Slum clearance, reduced prices in property to allow a working person to buy and build without a 35 year mortgage.
 N: Slum Clearance. Adequate playing areas for all children, pre-school and later.
 "Family of 6 renting 3 bedrooms"
 S: The old buildings and fire traps should be condemned and torn down.
 N: There are too many fire traps which are let go by for some reason or other. By this I mean places which are frame and are not really livable in. Wiring outdated, rundown, sawdust for insulation and not even able to qualify for fire insurance.
 "Family of 6 renting 3 bedrooms"
 S: Cut down on the taxes.
 N: Cut down on the rent.
 "Tenant"
 S: A little paint on some of them wouldn't hurt.
 "Newly Wed Tenants"
 S: There should be more low cost housing without such a high rate of interest.
 "Family of 5 renting 3 rooms"
 S: More co-ops.
 "Tenant"
 S: Tear down old houses.
 N: Tear down old houses.
 "Family of 4 renting 3 rooms"
 S: It should be like in Quebec with movies shown on Sundays - this is only one improvement.
 N: Lots of old buildings should be torn down and new ones built to replace.
 "Owner of Duplex"
 S: More cheaper renting homes for people with children and nicer houses.
 "Tenant with 5 children"
 S: A better Government to look after City than the present one.
 N: A playground for the young children to play in.
 "Tenant"
 S: Tear down the slums, bring back the rent control.
 "Tenant"
 S: Please lower taxes.
 N: Children in streets - we need playgrounds.
 "Home Owner"
 S: Get after the owners to improve the places.
 N: Cars on streets - should be parked in driveways.
 "Family of 7 renting 2 bedrooms"
 S: By-laws enforced for everybody including prominent real estate men, and private owners of many houses.
 N: Demolish - Vercheres St. and Xavier and Louis Street.
 "Owner on Vercheres"
 N: Property owners do not take pride in their present homes and apartments.
 "Owner of duplex"
 S: Lower rent, proper place for children to play - proper heating and bathroom included in rent. Private entrances.
 N: Lower rent. Children play places. Private apartment and phone per family. Proper bathroom facilities.
 "1400 per annum Tenant"

S: Lower the tax.
 N: Enforce the curfew on the streets.
 "Owner of Duplex"
 S: Lower taxes for people who improve their home instead of the opposite.
 N: A general clean-up of streets and tearing down some of the old shacks.
 "Tenant"
 S: More houses of low rental to accommodate families with children
 N: Off-street play yards for young tots which are too young to go to playgrounds.
 "Family of 6"
 S: A general clean-up such as: exterior house repair and painting and landscaping. Off-street parking for all residences.
 N: Same as above, but add that playground areas be made available
 "Tenant"
 S: Set up a definite building standard to meet particular conditions of particular areas.
 N: Tear down all old buildings and sheds. Roads and sidewalks should be improved. Homeowners encouraged to plant lawns and do general landscaping.
 "Owner of Duplex"
 S: Low rent housing. Low rent apartment (project).
 "Renting 1 room"
 S: More recreation centres, more reasonable priced apartment houses especially for those on a pension like us.
 N: More sidewalks - better streets. Few old buildings around torn down and also elimination of dogs and cats!
 "Low Income Tenant"
 S: Taxes are going up too much. Low wage earners will have to go and live outside City if this goes on.
 N: Repairs cost so much, put that with the tax.
 "Home Owner"
 S: The upkeep of the buildings in and out.
 "Tenant"
 S: Diminish the slums and build more apartment houses at reasonable prices and better yards.
 N: Have a street that comes straight to the house - as it is we have no entry at all.
 "Owner of Duplex"
 S: The "slums" should be looked after. And something should be done to beautify our city and park.
 N: Place should be condemned or else fixed to look decent and safe.
 "Owner of Duplex"
 S: They should be allowed children in houses or apartment - not so high a rent.
 "Family of 7 in 3 bedrooms"
 S: To improve living conditions. Parks, playgrounds.
 "Low Income Tenant"
 S: A few of the old buildings should be torn down and modern ones put up in place.
 N: Better street paving, better lighting of streets at night, better patrolling by law.
 "Home Owner"

S: Allow better houses to be built.

N: Remove old buildings used as warehouses.

"Tenant"

S: Low rental housing.

"Miner"

S: The rent is too high in Sudbury District, they would like to find a lower rent but with some facilities.

"Tenant"

S: Encourage low housing projects.

"Tenant"

S: Lower taxes and proprietors will take better care of renting accommodations.

N: Allow proprietors to remodel - cut out red-tape and do away with City Planners.

"Family of 7 renting 5 rooms"

S: They should build houses that they could rent at a lower cost.

"Widow Tenant"

S: Low rental housing.

"Tenant"

S: Housing should be improved, so that high rent would be unnecessary.

N: Buildings and houses could be modernized.

"Tenant"

C. URBAN RENEWAL PROCEDURES

RENEWAL PROGRAMME

- a) Presentation of this report to Council and study by Council.
- b) Consideration by the Committees of Council, Planning Board and also any other authorities, private or otherwise.
- c) Council decision on programme.
- d) Designation of Planning Officer and/or Renewal Agencies to carry out programme.

REDEVELOPMENT

- a) Designation by Council, under Section 20 of the Planning Act, of the Borgia Area as an Urban Renewal Area.
- b) Formal application by the City to C.M.&H.C. for approval of further study or studies and preparation of a plan.
- c) Application in principle under the N.H.A., Section 23 by the City to C.M.&H.C. for approval in principle at the option of the City to acquire and clear land for redevelopment. Application to include proof of Provincial approval.
- d) City to enter into agreement with Federal and Provincial Governments for City to acquire and clear land, with 50% of cost paid by the Federal Government, 25% by the Provincial Government and the rest by the Corporation of the City of Sudbury.
- e) City to enter into agreement with the Federal and Provincial Governments to redevelop part of the designated area. The scheme should meet the needs for low moderate public housing for rental.
- f) The City acquires and clears land and assists in relocating residents.
- g) With the assistance of Senior Governments inform public about housing co-operatives and try to form a group wishing to construct single family dwellings.
- h) Any land in the plan designated for private redevelopment to be sold by the City, receipts to be shared by the City, Province and Federal Government in the proportion in which they contributed to the clearance of the land.
- i) The Province, with City consultation and Federal approval, designates the existing Housing Authority to administer the housing within the low rental scheme.

REHABILITATION

The rehabilitation of existing buildings in the Donovan Area or others can be carried out either under Section 36 or Section 16 of the N.H.A. The procedure under Section 36 would be almost the same as for redevelopment described below. Under Section 16, it would involve:

- a) the forming of a limited dividend company.
- b) the preparation of a detailed plan and proof of the need.
- c) application to C.M.&H.C. for a limited dividend loan.
- d) enquiry about any Provincial grants.
- e) the setting up of a rent reduction fund and obtaining contributions from public and private sources.

OTHER ACTIONS WITH REFERENCE TO REHABILITATION AREAS

- a) Hold meetings with property owners and community organizations to outline the proposals and arrange participation.
- b) Some neighbourhood groups to be formed to discuss and carry out rehabilitation proposals regarding private properties.
- c) The City, in co-operation with other private groups, like the Chamber of Commerce or the Real Estate Board to send out information about measures that can be taken to improve properties in the area without causing substantial rises in taxes.
- d) The City enacts and close those portions of roads which should be closed and dedicate them as park or otherwise as shown on a plan.
- e) Alternative access driveways to be provided for properties affected.
- f) Park strips to be developed and maintained by the City but with the assistance from groups of residents or service clubs. Also include the help of the Tree Planting Committee.
- g) The City to set out rehabilitation policies for improving the quality of street furniture, zoning and other measures.
- h) A Building Advisory Council to be set up to assist property owners in improving the buildings and lot.

TIME SCHEDULE

1964 — consideration, consultation and programme adoption. Set out and designate officers and agencies to carry out the programme. Build up proper capital budget and commence administrative procedures for the rehabilitation area.

1964-1965 — apply for a grant in respect of the cost of preparing redevelopment design for Borgia area and detailed studies of Neighbourhood 13, 14, 15 and 16; further rehabilitation in Donovan Area.

1966 — parts of the redevelopment area to be cleared and a low rental housing scheme to be established. Review the Urban Renewal Report in further detail.

1967 — continue with the redevelopment scheme and introduce the inner ring road.

Rehabilitation should be a continuous process.

CONDITION OF BUILDINGS SURVEY

All structures in the City were rated according to the following standards:

1. Very Good — Well maintained building of recent construction and design.
2. Good — Well maintained building of older construction and design.
3. Fair — Building, indifferently maintained, needing minor repair, e.g. to flashing, porch steps, woodwork, etc., but with no major structural deficiency.
4. Poor — Old building needing major repair to main elements of structure (walls, roof, foundation) often of poor quality construction.

5. **Very Poor** — Structures of very poor, original construction, lacking proper foundation, markedly dilapidated and with other serious structural deficiencies, e.g. walls out of plumb.

The survey results were recorded on contour maps to a scale of 1" = 200'. These maps cover the entire City and are available for inspection. The information for this report is presented in a condensed and simplified form. The above survey was a "windshield" survey, carried out by car and based purely on the external appearance of buildings.

As a check and to obtain more accurate information, a further external survey, made on foot and entailing close external inspection of each building, was carried out for the Borgia area, and for the entire northern district of the City. Structural condition classification was based on the three major elements of foundation, walls and roof and a system of penalty points was evolved for deficiencies discovered. The results were remarkably similar to those of the windshield survey and appeared to substantiate the validity of that survey.

SUMMARY OF THE OFFICIAL PLAN

A brief summary of the **major** Plan proposals is appended, against which background Urban Renewal proposals should be considered.

1. POPULATION

- i) Projected City population is 120,000 by 1980, an increase of 43,300.
- ii) The "old city" population is expected to increase by only 3,000 to \$1,000; expansion being limited by the small areas of land open to development and related to badly overcrowded sections.
- iii) An increase of densities in the suburban "new city" areas is expected. Only 9,000 acres of land suitable for development are available, and could house a total of about 166,000 persons at the present gross density of 18 persons per acre. Thus, to ensure availability of land over and beyond a 20 year period, and restrict urban sprawl, higher densities and a more mixed type of residential development is necessary.

2. RESIDENTIAL AREA AND HOUSING

- i) New areas, and existing areas, will be based on the neighbourhood unit principle within the community framework, with provision of necessary ancillary and daily services, schools, etc. within a network of major and minor roads classified according to function (arterial, collector, local streets, etc.).
- ii) Publicly financed and owned rental housing schemes will be introduced.
- iii) Urban Renewal action will be instigated to reshape, improve and protect existing areas.
- iv) Subdivision activity will be controlled by the Subdivision Control By-law and Subdivision Agreement, which will require a high standard of design and provision of essential services by the developer.
- v) The order of development will be controlled by availability of services and desirability of infilling to consolidate existing suburban sprawl.
- vi) Small dwelling units for senior citizens should be developed in various residential districts as a complement and variation to the home for the aged.

3. COMMERCIAL

- i) The Central Business District will be maintained and revived by ring-road proposals and renewal action in the form of redevelopment in the area on the blighted fringes.
- ii) A Civic Centre project is strongly recommended in the Central Business District.
- iii) Pedestrian malls on main downtown shopping thoroughfares can be introduced after proven satisfactory solution of traffic circulation problems with ring road and thruway, and provision of further strategically placed parking facilities.
- iv) A system of major shopping centres, each serving one or more communities, will be sustained, new shopping centres will be restricted to defined locations.
- v) Each neighbourhood will have its own daily shopping sub-centre facilities.
- vi) Strip commercial development along highways will be stopped.

4. INDUSTRIAL

- i) 2,600 acres of land are allocated for industrial purposes, related to the Industrial Commission's policy of attraction of new industry to diversify industry in Sudbury.
- ii) Industrial areas will be laid out to a high standard with adequate protective buffers for nearby residential areas.
- iii) Minor industries indiscriminately located in residential areas will be relocated where and when possible.
- iv) Certain specific areas of minor service industrial use at present in mixed use areas will be consolidated into areas primarily for industrial purposes.

5. EDUCATION

- i) An additional 300 school rooms should be provided in the next 20 years.
- ii) Proposed school locations are indicated within, and related to, the neighbourhood pattern.
- iii) Three additional secondary schools will be necessary and their general location is shown.
- iv) An extensive tract of land will be used for the redevelopment of the Laurentian University of Sudbury. A beautiful site south of and overlooking Ramsey Lake in Lockerby is recommended.

6. GREENBELT

- i) Greenbelt areas are defined, particularly to protect the lakeshore, where only specified types of development at an extremely low density will be considered.

7. PUBLIC OPEN SPACES

- i) A regional playfield is proposed.
- ii) Large park areas, to remain generally in natural state, are proposed on two shoreline sections of Lake Ramsey, with a possible regional park to complement the Provincial Park System, proposed at Moonlight Beach at the eastern end of Lake Ramsey.
- iii) The existing Bell Park will be extended southwards and developed.
- iv) A park is proposed in New Sudbury along Junction Creek.
- v) Specific conservation areas will be established and improved for park purposes.
- vi) Two new parks are proposed within the "Old City".
- vii) Tot lots in each residential area will be provided, and also established within existing residential areas, particularly in the "Old City". This latter could be part of renewal rehabilitation schemes.

8. THOROUGHFARES AND STREET SYSTEM

- i) Road Classifications are Defined:
 - A. 1. Major Arterial Roads
 - 2. Minor Highway Connections
 - 3. Arterial Streets
 - B. Collectors
 - C. Local Roads

The roads in the City are classified in these groups and should be improved or built to fulfill the specified standards laid down in the Plan for each type.

- ii) The following major road proposals are made:

- A. Thruway
- B. Outer Ring Road
- C. Highway 69 By-pass to connect with thruway
- D. Highway 17 - Highway 69 link
- E. Road on southern side of Lake Ramsey to obtain complete circumvention of that lake.
- F. Certain other intermediate roads
- G. Improvements to a specified list of intersections and grade crossings.

9. SERVICES AND PUBLIC UTILITIES

- i) A complete sewerage system for the City is to be provided and a disposal plant constructed.
- ii) Services will, in future, be extended simultaneous with new development.
- iii) Storm sewers will be provided in all new areas of development and also in two areas in the "Old City", where they will be an important part of urban renewal in those areas. Storm sewers will also be provided in already existing suburban areas, as funds and facilities permit.
- iv) Sidewalks will be provided in all new subdivisions, in relation to classification of streets. Large existing areas of the City, suburban areas, lacking sidewalks will be provided with them where necessary.
- v) Three new fire stations will be required and sites are allocated. The central fire station will require relocation.

SELECTED BIBLIOGRAPHY

Advisory Committee on the Urban Renewal Study, *Urban Renewal. A Study of the City of Toronto*, Toronto 1956.

American Public Health Association. *An Appraisal Method for Measuring the Quality of Housing*. New York, 1950.

Bottelle Memorial Institute, Economic Development Opportunity for the Sudbury Area, 1959

Central Mortgage and Housing Corporation, Canadian Housing Statistics 1959,
Ottawa 1960

E. G. Faludi and Associates, **A Fifteen-Year Programme for the Urban Renewal of the City of Windsor and its Metropolitan Area, Toronto 1959**

City of Gävle, Sweden, City Property Committee, Stadsdelsförflyttelse i Gävle
(Urban Renewal in Gävle), Gävle, Sweden 1953

E. Gorham and A. G. Gordon, "The Influence of Smelter Fumes upon the Chemical Composition of Lakes Waters near Sudbury, Ontario and upon the Surrounding Vegetation." *Canadian Journal of Botany*, Volume 38, 1960.

Bertil Hemdahl, Urban Bagewal, New York 1959

Lewis Keeble, *Principles and Practice of Town and Country Planning*, London, 1945.

Lewis, Lane & Co., De Leuw Cather & Co., Highway 17 Connecting Link. Report of Investigations, Sudbury 1959.

London County Council. A Plan to Combat Congestion to Central London. London, England, 1957.

New York State, Division of Housing, and Housing and Home Finance Agency,
Housing Codes - the Key to Housing Conservation, New York 1958

Ontario Department of Municipal Affairs, Urban Renewal Notes, Toronto 1960.

S. H. Pickett. "Redevelopment Forestalled - A Case for Area Rehabilitation", *Community Planning Review*, Vol. IX, No. 1, 1959.

City of Sudbury - Major Thoroughfares Studies and Plan.

Stanley Alderson - Housing (Penguin Special)

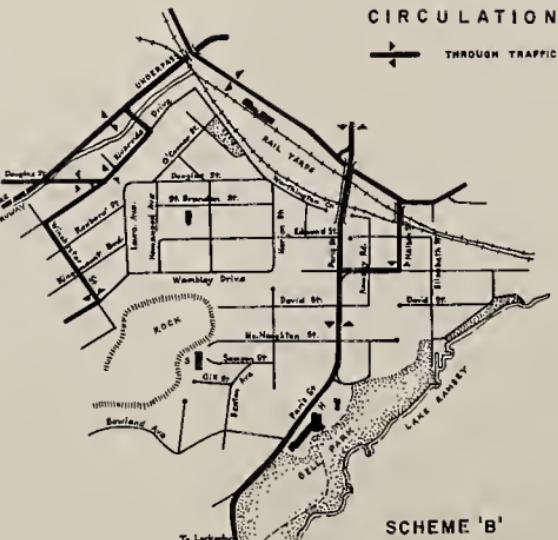
P. F. Wendt - Housing Policy - The Search for the Solution.

Economic Commission U.N. - "Enquiry into the Economic and Technical Aspects of the Lifetime of the House and Maintenance Costs" ME302/62.

Page forty-six

CONSERVATION OF LAKEVIEW
AREA 7

CIRCULATION



SCHEME 'B'

Nov. 23/64
Jan. 22/05
DEC 19 1968

NA
9130
S8A5
Architec-
ture

Sudbury, Ont. Planning
Board
A study for urban
renewal

~~CANCELLED~~

DEC 20 1983

PLEASE DO NOT REMOVE
CARDS OR SLIPS FROM THIS POCKET

UNIVERSITY OF TORONTO LIBRARY

